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ABSTRACT

Federally controlled educational programs are causing subordination of local and State educational initiative and responsibility. Primary control of the educational program should rest with local educational agencies. The State should engage in educational planning, experimentation, and innovation; set basic educational standards; and provide financial assistance, consciously avoiding usurpation of local agencies' functions. State departments of education should also play major roles in channeling Federal funds into areas where the most dire needs exist. A cooperative program involving Federal, State, and local educational agencies is needed to achieve the basic purposes of public education. Each level of government should perform those functions for which it is best suited. (LLR)

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State & Local Responsibilities for Education

A Position Statement

Council of Chief State School Officers
Washington, D. C.

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FOREWORD

This statement on State and Local Responsibilities for Education is a summary of selected portions of sixteen Council publications in this field since 1950, supplemented by the Council's adopted resolutions and positions taken on educational issues since that time. It is the first of two volumes; the second volume is in preparation and will deal with Federal-State Relationships in Education.

Drafts of this statement were prepared by the Council's staff and reviewed by the CCSSO Study Commission and CCSSO Policy Committee in 1966. An edited version was then completely revised in the annual workshop of the Study Commission in 1967. Thereafter, it was reviewed by individual chief state school officers and members of the Study Commission in 1967-68. After further editing, it was approved for publication by the Board of Directors and the Council membership in June 1968.

This statement is intended to suggest goals and to stimulate improvements in elementary and secondary education, with special emphasis on the role of state departments of education in relation to local educational agencies.

M. F. Peterson, *President*
Council of Chief State School Officers

Officers and Directors
Council of Chief State School Officers
1968

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Table of Contents

FOREWORD 3

CHAPTER I
The Purposes of Education in a Free Society 6

CHAPTER II
State Responsibility for Scope and Quality of Education 27

CHAPTER III
The Instructional Program 49

CHAPTER IV
Administrative Programs and Services 88

CHAPTER I

The Purposes of Education in a Free Society

Underlying Principles and Applications 9
Governmental Provisions for Education in the States 11
    Constitutional Provisions 14
    Statutory Provisions 15

The Necessary Place of Local Educational Agencies 18
Organization 18
Fiscal Freedom 20
Operations 21

Local-State-Federal Responsibilities and Relationships 23
The Federal System and Education 23
The State Role 24
The Federal Role 25

The Purposes of Education in a Free Society

This chapter presents an overview of objectives of our system of education and outlines suitable governmental arrangements for their attainment.

Basic educational purposes have received much attention for centuries, and have been observed more in expressions of theory than in practice. We may begin with the seven cardinal principles developed for secondary education in 1918.[1] They apply to education at all levels and stand out in bold relief today under the following topics:

- Health
- Command of Fundamental Processes
- Worthy Home Membership
- Vocation
- Civic Education
- Worthy Use of Leisure
- Ethical Character

These principles serve most through their interpretation and application, and also have important connotations that involve the emotions. They polarize continuing issues and provide frames of reference for continuing dialog. They seem to provide a charter for the universal and changing education typified by America's comprehensive elementary and secondary schools. Properly interpreted somewhat in the manner that a constitution may be applied to changing circumstances, these principles can serve us well.

Civilizations that seek to observe and implement these principles through organized education have higher achievement than civilizations that do not. Although different value systems raise questions and cause doubts, the evidence remains substantial that education is a major factor in achieving the values sought in these principal areas. Within each population the poorly educated most often suffer from poor health, contribute less to maintain the values of the society, and impose disproportionate burdens on welfare services and maintenance of social order. The health and general welfare of any population improves with education and remains on lower levels without it.

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[1] National Education Association, Commission on the Reorganization of Secondary School Education, *Cardinal Principles of Secondary Education,* Office of Education Bulletin No. 35 (Washington, D.C.: Government Printing Office, 1918).

Command of fundamental processes is basic to all citizens in modern civilizations. Development of science, agriculture, commerce, philosophy, and the arts is most effective in thoroughly literate populations. Finding ways to stimulate interest and effort in pupils who do not respond well to current offerings is the major test for the schools. More pupil options, more flexible schedules, and special assistance should be made available so that all pupils can have the kinds of education they need for personal fulfillment. The school should cooperate with other agencies in eliminating the conditions that cause educational disadvantages to be passed from one generation to the next.

Worthy home membership is basic to the well being of communities and nations. In addition to the many sociological and ethical lessons to be learned from the individual and social benefits of constructive home environments are those related lessons emphasizing the individual and social demoralization due to broken homes, illegitimacy, and destructively excessive social conflict which should also be taught in the public schools.

Occupational preparation is an indispensable part of education. Science and technology have made occupational retraining and training for new work imperative for many workers. Functional literacy is required of all adults for their own self-respect and self-support. Realistic vocational incentives should be utilized in improving basic education necessary for personal development and vocational success.

Undergirding successful democratic government are the basics of civic education. Practice in self-government is needed in schools and in homes to build dependable local, state, national, and international governments for the future.

Leisure can be used or—as is too often the case—misused; it may be constructive or destructive. Its utilization can be a major factor in determining the cultural level of society, and in maintaining a balanced and ever improving system of universal education serving individual and social needs.

Ethical character is a major goal of education. Essential to the achievement of the most important educational objectives, it is appropriately involved in all teaching. Teaching of theology is a function of religious organizations, but teaching of ethical behavior by precept and example in schools gives general support to the work of the churches.

Education should serve the personal and cultural purposes required for constructive living based on responsible personal freedom and intelligent citizenship. It should include preparation for continuous occupational competence for persons of all ages. It should encourage and assist in the achievement of desirable personal accomplishments and societal objectives. Responsible freedom for each individual to implement these educational principles in his own life is a major goal of education in a free society.

Underlying Principles and Applications

The American system of universal education is unique in world history and is a distinguishing characteristic of our society. Dedicated to the principles of equality of opportunity and democracy, this system safeguards the freedom and unity of our people and is one of the best guarantees of their social and economic well-being. Improved education of successive generations of citizens is among our most important local, state, and national responsibilities.

Education permeates our lives and every aspect of modern society. It is a personal goal of many, old and young alike. Peoples everywhere equate it with national influence and security for the future, sensing that narrow academic learning for relatively small privileged groups is no longer enough to insure freedom and democracy in the management of human affairs.

The conditions of our times require that educational opportunities of greater breadth and depth shall be freely available for ever larger proportions of the population. In 1900 an average citizen received no more than an elementary school education. By 1925 the American ideal had become a high school education for all deemed likely to benefit therefrom. Today this ideal includes several years of advanced education beyond high school and, in addition, encompasses many aspects of educational growth less formally recognized in an academic sense.

Although education is being defined ever more broadly and afforded to more people, we have yet to supply all Americans with elementary and secondary education of defensible scope and quality. Higher education is even less widely available, and also stands in need of substantial improvement. The times require a vast expansion of continuing education for adults, which —in many quarters—remains poorly organized and inadequate. Our schools and colleges are neither as accessible nor as universally effective as the complacent among us believe. Our complex society calls for fundamental changes and additional programs to achieve better education of broader scope that will serve a larger proportion of our citizens of all ages.

The importance of education can be seen in advanced economic and military technologies—and in the sense of insecurity these have produced throughout the world. Competition in military technology makes the future of nations dependent upon their respective levels of knowledge, skill, and economic welfare. Under these circumstances, no level of government in our federal system can afford to tolerate less than the best possible instruction covering a broad scope of educational opportunities.

Education has great personal significance; consequently, its social effects at the local and state levels are relatively well understood. Comprehension of the national importance of education is less widespread, and its more remote international potentialities are least motivating of all. This necessitates our spelling out and emphasizing those critically important principles that are remote from our immediate environment and thus more difficult to comprehend. International understanding and cooperation are the key to peace. Instructional programs at all levels should range in scope from treatment of local data and problems, to treatment of the peoples of the world and their governments and problems. The programs should include statements of purpose of international organizations, and individual and national responsibility for their success, and should also stress the social significance of man's ability to utilize the forces of atomic energy and other technological advancements constructively throughout the world.

The fundamentals of American democracy require that public education be classless and adapted to the needs of all pupils. Producing individuals capable of living intelligently and fully in a free society should determine both the nature of the programs of education and the ways they are conducted. These programs must be made available for all the people, with appropriate participation and cooperation from all levels of government.

Effective participation in today's complex society calls for higher quality and broader formal education for all types of learners. The program of each pupil should be individualized as much as possible, and should take into account his activities throughout the entire year. The school plant and community facilities used in connection with instruction, including vocational training, apprenticeship, and work experience, also should be staffed and available throughout the calendar year as the programs may require. Every means should be utilized in practicable ways to provide the greatest possible scope and quality of educational opportunity for persons of all ages.

An appropriate tax-supported public education program should be free and available to each person who is three years of age or older. Although programs will vary from community to community, each local program should contribute to meeting the basic educational needs of the persons in that community. Each program should serve the broad purposes of general education required for effective citizenship in the state, nation, and community of nations. Programs of education for occupational competence should be adjusted to the requirements of the individual to enable him to meet the changing conditions of society. And such programs should be free and available to every person as an integral part of his education.

Public interest and concern can increase the effectiveness of education. Citizens, parents, educational officials, teachers, and other professionals should diligently seek higher quality *in terms of the educational objectives sought*. The quality of education in terms of its purposes can and should be as high in preparing people to be mechanics or technicians—or simply literate adults, and good citizens—as in preparing others to be doctors, lawyers, artists, engineers, or scholars. Improvements require alertness to use empirical knowledge and thoughtful reflection as well as the results of research and its application to learning. At all levels there should be an experimental approach, willingness to initiate creative changes, careful evaluation, acceptance or rejection of changes in terms of benefits to learners, and educational work at a consciously sustained high level of personal effectiveness.

Governmental Provisions for Education in the States

Within the limitations of the federal Constitution, states have full power over their educational affairs, and for meeting their educational needs. State constitutions and legislatures delegate much authority and responsibility to their departments of education, which exercise general supervision over local educational agencies[2] on behalf of the states.

Each state is responsible for allocating to its state and local educational agencies the functions to be performed by them. Political subdivisions of the states established solely for educational purposes, these local agencies are usually governed under delegated powers by locally selected boards of education. In a technical sense, these boards are state agencies for educational functions. Federal and state constitutional provisions, as interpreted by the courts, reserve to parents the right to substitute a nonpublic for a public school within the scope of the state's minimum standards for secular education.

The legal basis for our system of education is unique among all countries. Local operating responsibility and control to the extent it exists in the United States is rare. To understand this local-state-federal system of education, we must consider it in the context of its internal intergovernmental relationships.

State constitutions and statutes vary widely in their provisions for creating state education agencies and assigning their responsibilities. Nevertheless, the central state educational agency usually is called the state department of education and consists of a state board of education, a chief state school officer, and the staff of the state department of education. Two states have no state board of education, and here the chief state school officer makes state educational policies within the limitations of the law and administers the educational programs for which the state department is responsible. In most states, and especially in those in which the chief state school officer is an elected constitutional officer, state boards of education share educational policy-making authority with him. In many states a number of state boards for institutions of higher education and other special purposes are not components of the state department of education.

Despite the similarity of function, state departments of education are entrusted with a wide variety of activities depending upon the particular states. For instance, all state departments issue teachers certificates and distribute state funds to local educational agencies. Most state departments approve plans for local school buildings, and have responsibility for state administration of federally supported vocational education and numerous other federal laws affecting education. Certain state education departments operate state institutions directly, such as teachers colleges, state colleges, vocational and technical institutions, community colleges, or institutions for the handicapped or incorrigible. Occasional statewide programs are administered directly from many state departments without intermediate institutions, as in the case of vocational rehabilitation. North Carolina, South Carolina, and perhaps two other states operate statewide pupil transportation systems from the state level.

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[2] In this publication the term *local educational agency* includes both school districts and any other educational agencies, such as counties or other forms of intermediate units within the state.

Probably every state has constitutional and statutory authority to uphold enforcement by state departments of reasonable requirements of minimum scope and quality of education, especially after persuasion and assistance have been exhausted. If a local school district persists in failure to provide a program of education meeting minimum legal requirements, the state department should take any reasonable professional or legal steps necessary to obtain such a program. Most, if not all, state departments of education possess more authority of this kind than they use.

The scope of state action in education has been increased specifically by rapid growth of federally financed categorical programs and provision of federal funds for their state administration. These programs raise questions of legal authority and educational policy at all levels of educational government. To some extent there has also been federal financial assistance to state departments of education to aid them in meeting their general responsibilities more effectively.

In order to serve all the people best, the state education agency should be vested with a high degree of administrative independence by the legislature. This is necessary because state legislatures have major reserved and implied powers in education, under both federal and state constitutions, not possessed by the federal government or by local educational agencies. The legal principles involved place great responsibilities on state legislatures and departments of education to stimulate and support local initiative in local educational agencies. State legislatures and departments should exercise strong, effective leadership in education to insure appropriate restraint by the state and by the federal government in this field.

Constitutional and statutory provisions should provide an administrative structure at the state level that fits the state educational agency for its unique functions. The trend in this century has been to insulate somewhat the educational function in state government from partisan politics in order to minimize changes that may be politically rather than educationally motivated. At the same time, public policy requires that education shall be reasonably responsive to the will of the people, although operations in the school system call for professional bipartisanship in dealing with all the people regardless of which political group is in office. In recent years, increased public support of education has effected potentially beneficial partnership arrangements at the policy level and increased mutual understanding among state and local educational authorities and the officers of state and local governments.

In most states where school districts are administered by local boards of education elected on a nonpartisan ballot, desirable administrative patterns have been largely achieved at the local level. Except for notable exceptions in the area of local school taxes, the majority of local educational agencies are substantially independent of the municipal agencies of local government. The quasi-municipal local school district is no accident; it was created and fashioned by state legislatures in answer to popular demand. The combination of lay board policy and professional administration provides an appropriate democratic structure for transaction of public business that has stood the test of time and can be adapted fully to meet the needs of the future.

The fact that most states have created state boards of education for governing their elementary and secondary school systems indicates strong public support for a quasi-independent, nonpartisan or bipartisan structure at the state administrative level similar to that which prevails at the local administrative level. Professional standards for teachers and administrators who operate the schools have also been establishd by the states, usually with administrative leeway sufficient to care for exceptional individual cases, emergencies, and experimentation and research.

Constitutional Provisions

The state constitution should contain basic provisions for establishment of a state educational agency composed of: (1) a lay state board of education; (2) a chief state school officer; and (3) a departmental staff. The constitution should empower and direct the legislature to formulate a general plan for organizing such an agency and to enact such laws as may be necessary for placing these provisions in effect.

Also specified in the constitution should be provision for the establishment of a nonpartisan, lay state board of education, with members to serve long overlapping terms. This board should be empowered to:

1. coordinate educational activities in the state;
2. formulate general educational policies, rules, and regulations within the framework of the statutes of the state;
3. perform whatever duties in regard to the selection, tenure, and salary of the chief state school officer that may be prescribed by state law.

The constitution should provide that the chief state school officer shall be designated as:

1. the executive officer of the state board of education;
2. the administrative head of the state department of education;
3. the chief administrative officer of the state department of education staff for executing the laws, rules, and regulations relating to education which arise under the state constitution, state statutes, and policies of the state board of education.

Statutory Provisions

The basic provisions in the constitution that concern the state educational agency should be implemented by state laws that will supply a legal framework for its effective operation. These laws should be stated in general terms to insure an efficient legal structure and clear statutory authority for the performance of the board's functions, for the formulation of its operating policies and procedures, and for delegation of responsibility for administrative management. Illustrative of appropriate legislation that should be enacted are laws concerning the state board of education that:

1. formulate a procedure by which persons responsive to the educational needs and desires of the people of the state can be elected or appointed to the board;
2. establish qualifications for membership;
3. designate the terms of office for members, providing for long overlapping terms to permit several years of informed public service;
4. designate the reasons that constitute grounds for removing a member of the board, including conflict of interest, and provide the method of removal;
5. fix the method for filling vacancies;
6. set the time for regular meetings and make provisions for calling any special meetings that the business of the board may require;
7. fix the number which shall constitute a quorum for the transaction of business;

8. provide for major aspects of the internal organization and government of the board;
9. provide that the members be reimbursed for expenses incurred in attending meetings of the board or otherwise in the performance of their duties;
10. define the powers of the board in regard to public and nonpublic colleges and universities, state institutions, public and nonpublic elementary and secondary schools, and other schools;
11. define other general functions of the board and the general scope of continuing authority to be exercised in connection with their performance.

In addition to setting forth statutory provisions for the organization and general powers of the state board of education, the legislature should empower the board—after recommendations have been made by the chief state school officer—to perform such functions as the following:

1. formulate policies and adopt such rules and regulations as are necessary to carry out its responsibilities;
2. adopt a proposed budget adequate to support the state education agency and the state program of education, and present such budget to the governor and the legislature;
3. establish personnel policy, including a compensation plan for the staff of the state department of education;
4. establish standards and administrative procedures for issuance and revocation of certificates issued to professional personnel;
5. establish standards for classifying, approving, and accrediting schools, both public and nonpublic;
6. prescribe systems for collecting and reporting educational data, for keeping adequate educational and financial records, and for continuous evaluating of educational progress;
7. submit an annual report to the governor and the legislature covering the actions of the state board of education, the operations of the state department of education, and the financing, conditions, progress, and needs of education throughout the state;
8. consider the educational needs of the state and recommend to the governor and the legislature desirable new legislation, or changes in existing legislation;
9. promote understanding of its policies, rules, and regulations through the state department of education;
10. establish administrative procedures for adjudicating contro-

versies and disputes arising in execution of the laws governing the state educational agency and the administrative policies and rules made pursuant to such laws;

11. provide through the state department of education helpful and stimulating supervisory and consultative services and materials for the development of educational programs throughout the state;
12. accept and distribute through the state department of education any funds, commodities, goods, and services which may be made available from the state or federal governments or from other sources.

Certain other major statutory responsibilities should be assigned to the state board of education in each state in which they implement its constitutional policy. These additional functions are to establish professional qualifications for the office of the chief state school officer, to appoint the chief state school officer, and to fix his salary. In states having constitutional provisions for election of the chief state school officer, the state legislature should enact laws to implement these provisions. Such laws should establish the office of the chief state school officer and the procedures through which this office shall be elected, set a fixed term of office, identify the causes for removal from office, and establish procedures to be followed in effecting removal.

Within the provisions of the state constitution, the legislature should pass laws defining the relationship of the chief state school officer to the state board of education and prescribing his administrative powers and duties. These laws should authorize and empower the chief state school officer to:

1. serve as the executive officer of the state board of education;
2. promote efficiency and improvements in the state system of public education;
3. recommend to the state board of education such policies and regulations as he deems necessary for educational progress;
4. delegate duties and responsibilities to the staff of the state department of education;
5. prepare the proposed budget of the state educational agency for the state board of education, explain and justify such budget before the governor and the legislature, and administer same as approved by the legislature;
6. establish and maintain, under the policies of the state board of education, a system of personnel administration for the staff of the state department of education.

The Necessary Place of Local Educational Agencies

Most teaching takes place at the level of the local educational agency. With such assistance as may be available from other agencies, each local educational agency should assume responsibility for the teaching it performs. This agency should have primary control of the educational program in all its operational aspects, and should exercise broad discretion concerning who shall teach and what shall be taught, within the legal framework of state requirements. It should look primarily to the state for services and financial assistance, including guidelines for intergovernmentally financed programs involving the state and federal governments. Each local educational agency should assume full responsibility for meeting the requirements attached to intergovernmental funds concerning educational purposes for which such funds may be used, for diligent and effective planning and operation, and for suitable accounting for program results and funds. Within these general requirements, the agency should retain sole control of local teaching, utilizing all possible resources to assist in the advancement of education.

Organization

The local educational agency and its attendance units should be organized to provide comprehensive programs of elementary, secondary, and adult education for all persons three years of age or older who can benefit therefrom. It should employ a competent staff of teachers and other personnel necessary to carry out its program, develop school facilities properly located to be accessible to all children and to serve community needs, and facilitate individual and group instruction at reasonable costs. The local administrative unit should develop sound methods of finance and administration within the general requirements of the state and exercise intelligent initiative and autonomy in the development of its educational programs.

Local administrative and attendance units for education should be large enough in terms of pupil population to operate effective programs of education. In determining their boundaries, the units must consider: available economic resources; prevailing social, economic, and community interests; and such other factors as physical facilities, distances, topography, and transportation. Boundaries of local educational administrative and attendance units should facilitate comprehensive programs for all citizens of all ages who are included within the scope of educational services provided. These programs should eliminate inequalities and promote broad and effective educational opportunities for all persons, according to their needs. Special services to the mentally, physically, emotionally, and economically handicapped should be emphasized.

A local board of education should consist of from three to nine lay citizens not primarily engaged in educational work, elected at large in a special and politically nonpartisan school election. This board should be responsible for the establishment of broad policies and programs reflecting the needs of the community, the state, and the nation. Responsibility for leadership in planning these programs properly belongs to and should be assumed by the local board, with the assistance of its professional staff. Full consideration should be given to state and national needs and to programs developed elsewhere to meet those needs.

Local citizens have an obligation to select fully competent and well qualified citizens as school board members, with all principal groups in the community appropriately represented. Each board member thus selected has an obligation to serve to the best of his ability. Citizens should be outspoken in their reluctance to retain on school boards persons who do not give their best services or who use their school board membership for purposes other than the improvement of the schools. The residents of the community should cooperate with the state educational agency and with the local board in making available to board members such opportunities as seminars, courses, field trips, or consultations to acquaint the latter with the importance of their position, the scope of their authority, the operations of the local school systems for which they are responsible, and possible alternatives to local practices elsewhere.

The local board of education should appoint the superintendent of schools to serve as the executive officer of the board and the chief administrator of the schools. All other appointments for service in the school system should be made by the board of education upon nomination of the superintendent. It is essential that there be a clear understanding of the delineation of these responsibilities, with the board formulating policy in cooperation with the superintendent of schools, who in turn administers the educational programs and makes regular reports to the board of education. Although education is, of course, a concern to all, it is best organized and conducted by persons having the necessary professional and practical experience, operating within the policies of a legally constituted board of education which holds the mandate of the people.

The local board of education is responsible for appropriate participation of the superintendent and the professional staff of the school system in formulating broad policy. The superintendent should involve the staff in the detailed planning of the educational program to be recommended to the board. Teachers and administrators alike are within the jurisdiction of the local board of education and are responsible, with the aid of the superintendent, for the general appraisal and interpretation of the program to the public and to school personnel.

Teaching is a function of a vast educational enterprise which involves the establishment of policy and administrative authority and provides for the orderly operation of public schools under public law. Such an arrangement is consistent with the development of a highly democratic procedure enabling individuals at all levels to have an opportunity to participate in the decision-making process.

It is imperative that educational leadership at all levels encourage responsible involvement of the teaching, supervisory, and administrative staff in development of policies and procedures concerning salaries, fringe benefits, working rules and conditions, curricula, selection of textbooks and teaching materials, and other aspects of educational programs.

This goal cannot be achieved in the absence of harmonious and cooperative relationships among teachers, administrators, board members, and other citizens. Cooperatively developed guidelines are essential in establishing and maintaining such relationships. All individuals and groups should reassess and define their roles in decision-making at all levels of education on the basis of such guidelines.

Professional educators must honor their commitment to orderly processes, consistent with the law and with avoidance of extreme and unlawful acts. Professional personnel should not engage in acts which violate the professional codes of ethics, especially work stoppages and violations of the public trust. It is the legally constituted authorities who must ultimately make the decisions required by law.

Fiscal Freedom

The local administrative unit for education, as a quasi-municipal corporation performing a state function, should be fiscally and administratively independent of municipal governments organized solely to perform local functions. Local educational administration should operate under clearly defined powers and responsibilities. Otherwise, local educational government can be restricted and subordinated to municipal government in ways that damage educational programs.

Local school authorities should cooperate fully with municipal authorities and citizens groups in community and educational planning, but should retain for themselves basic responsibility for planning specific improvements in school programs and for stimulating and arranging with other agencies to provide needed services to the schools. This eliminates confusion and does not interfere with cooperation between schools and other agencies involved in educational activities or programs.

Under our local-state-federal system of educational government, it is imperative that the greatest amount of local initiative and responsibility that can be exercised effectively within the framework of state laws and policies be so exercised. Local acceptance of such initiative and responsibility is necessary to insure local interest and participation in provision of appropriate elementary and secondary programs. Should full freedom and encouragement of local participation fail to produce educational programs of suitable quality, the local educational authorities should know that it then becomes the responsibility of the state to provide special assistance to them. In instances where such assistance fails to achieve its purposes after a reasonable time, the state should mandate those steps necessary to insure that local educational programs of suitable quality shall be made available.

Operations

Some principles of successful administration of local educational systems are clear. Board meetings should be open to the public, except when they involve personal considerations affecting school personnel. School facilities should be made readily available for use by community groups under well defined policies of the board. The school board should make decisions only when legally convened as a board. It should avoid standing subcommittees of the board, and should use special subcommittees sparingly and for specific and temporary purposes. Otherwise, individual board members should not presume to act with more authority on school matters than would citizens who are not board members.

Relationships among members of the teaching and supervisory staffs, citizens of the community, school board members and all who are associated with local educational programs should be marked by frankness and consideration of their colleagues in ways that will reflect well on the cause of effective education. Of special importance are mutually helpful attitudes among board members, the superintendent, and members of the teaching staff, which enable them to deal with each other on the basis of complete understanding.

Within their legal authority, local school boards should exercise all the policy functions necessary for the satisfactory operation of schools. In addition to staffing and determining curriculum and general policies, these responsibilities include making certain that functional school buildings and other facilities are located, constructed and equipped; that instructional materials and equipment are supplied; that certain special services such as school lunches, transportation, and health and recreation programs are provided; that budgets are prepared; that there is suitable supervision; and that evaluations are made and used as the basis for improvements. Board members should not attempt to do these things themselves, but rather to make certain that the superintendent is effecting them in the schools.

Professional employees should be selected and assigned on the basis of ability to achieve the objectives of the program in which thy are employed. There should be thorough consultation on professional working conditions as well as upon the duties of teachers, to the end that such consultation will assist in the employment, retention, and professional development of an adequate core of competent teachers in all programs of education within the jurisdiction of the board.

Local control of education can be preserved only if it produces good schools which serve all segments of society. State departments of education are uniquely able to assist local leadership in improving local schools. The departments should do so both directly and through arrangements with other agencies, with primary reliance on service and leadership rather than on legal authority. Studies indicate that state departments of education are the most used and useful sources of services and assistance for those who seek to improve education in local school systems, but that there is need for additional or extended services in most local schools. An important measure of state agency effectiveness is the extent to which state agencies can supply these needed services, or can cause them to be supplied.

Local-State-Federal Responsibilities and Relationships

Our political system includes federal and state governments as well as political and educational subdivisions within the states. It makes each state primarily responsible for the organization and administration of public education and for general supervision of nonpublic schools. The states have delegated authority to organize and operate schools of several types to local administrative units of their own creation, and have provided varying amounts of professional and financial assistance. In recent years the federal government has become more active in financing education for special purposes and for selected individuals and groups, both in and out of schools and other institutions of learning.

This educational structure allows flexibility and widely diversified programs in local administrative units. Parents desiring to do so may arrange for the education of their children privately, so long as there is compliance with the state's minimum standards for the education of all its citizens. Beyond the high school there is a larger amount of privately controlled instruction, introducing in higher institutions a wider variety of educational offerings and practices. The rudiments for desirable scope and quality of education exist, but neither has been achieved in many areas. The federal government is moving to define and finance, and to some extent control, both new and established programs in recognition of these needs. The respective roles of local, state, and federal governments require much more precise definition.[3]

The Federal System and Education

Our system of constitutional government has reinforced the partnership of state and local educational agencies in achieving the purposes both of state systems of education and of federally sponsored programs as defined in federal laws. Federally initiated programs should not lead exclusively to emphasis on federally established objectives at any level of educational government. State and local activities in these programs should not be confined to administrative responsibilities, but should allow the states to exercise initiative as full partners with the federal government on a policy level. Locally initiated projects with federal support should be approved by the state department of education. Federal laws should not weaken the educational position of the states under state constitutions and laws.

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[3] This topic will be developed further in another policy statement planned for 1969-70. It will deal in detail with federal-state relationships in education.

There are few if any more imperative tasks than to coordinate the educational policies and programs of all three levels of government. The new alignments resulting from federal experimentation with federally controlled educational programs are subordinating local and state initiative and responsibility and exalting federal prescriptions in local education.

Primary responsibility for comprehensive programs from nursery through graduate school should rest with local legal and professional authorities. They should operate the public schools and carry the heaviest responsibilities of which they are capable in defining, organizing, housing, staffing, financing, and conducting educational programs.

The state is finally responsible for acceptable levels of quality programs of instruction within its borders. It is also responsible for supplying the necessary funds to all local educational agencies required to establish and maintain such programs. The state should encourage and assist all local educational agencies to meet and to exceed as far as possible all minimum standards of instruction and financing.

The State Role

The state education agency should provide leadership in determination of the instructional programs to be provided in the schools, working in close cooperation with local educational authorities in establishing and maintaining instructional programs of increasing quality. Such activities are constantly changing, as dictated by new needs and new emphases. These advisory and consultative functions are the heart of the work of the state agency. Leadership and assistance from the department can make the need for state enforcement of minimum standards extremely rare or nonexistent. In no other aspect of the educational enterprise is mutual confidence and understanding more essential for the strengthening of all phases of education in the schools.

The state should supply funds to augment local funds in providing at least minimum programs in the local schools, and with incentives to exceed such minimums. Federal funds should also be allocated within the state by the state agency to strengthen local programs. The state agency should coordinate the reports on local uses of state and local funds, and assume primary responsibility for reporting to the federal government on the federal share. State and federal funds should be in amounts sufficient to enable all local agencies to finance education programs of suitable scope and quality, after each local agency has exerted the same taxing effort as all other districts in proportion to their relative financial ability.

The Federal Role

The federal government has a significant role in education based on its concern for the national welfare. The national implications of education can be served best by a continuing assessment of national needs and a prompt and thorough assumption of responsibility by state and local authorities to meet those needs. The federal government should assist the states financially in these endeavors, but should not seek to require uniformity among the states through regulations or other techniques affecting eligibility of state or local educational agencies to receive federal funds.

Ever large amounts of federally collected tax funds are being used for education, and the national interest in education is being defined in several ways by the Congress. Chief among these are a number of programs to assist economically and educationally disadvantaged persons, withholding of federal funds to assist in enforcing the Civil Rights Act of 1964 in schools, and subsidies for emphasizing special subjects and activities deemed vital to the national defense such as reading, science, mathematics, English, social studies, health, vocational education, and research and development.

Recent years have seen a proliferation of education, welfare, rehabilitation, health, unemployment, poverty, and other problems dealt with by federal laws that prescribe educational remedies in these areas. It is not a criticism of their excellent purposes to point out that federal agencies have offered overlapping programs for essentially similar purposes. The disadvantaged youth and the unemployed and unschooled parent, to illustrate, surely need training and counseling, but not simultaneously from a multiplicity of agencies. We have far too many educational programs in dire need of financial support, to allow these dollar-draining duplications to continue. State departments of education, acting alone and as a Council, can be an important factor in eliminating the conflicts, confusion, economic waste, and educational losses inherent in this situation.

Federal subsidies for education serve many purposes, but federal use of controls over education to enforce federal policies in related fields may damage or destroy state and local control of education. In any event, the taxing power of the federal government has been enlisted in the improvement and extension of education, as defined in terms of the national interest. This is desirable, but the federal government should not itself set up parallel and overlapping programs of education which adversely affect the state and local systems and violate state and local educational policies.

It should be entirely possible and practicable for Congress to define national educational goals to be met through federally financed programs and thereafter to rely upon state and local agencies for the details of their administration. The federal agencies should provide flexible guidelines with appropriate alternatives. The U. S. Office of Education should become a cooperating partner of local and state educational systems, with all levels of government using a team approach to achieve the basic purposes of public education. Allocations of administrative functions among local, state, and federal agencies should be made according to which level of government is able to perform best. Specification of operating details of jointly financed educational programs should be primarily local and state responsibilities. The federal government should define only the general purposes or strategy for which federal funds may be used, rather than the tactics of administration and teaching.

CHAPTER II

State Responsibility for Scope and Quality of Education

Leadership Responsibilities 28
Planning 28
Research and Evaluation 29
Experimentation and Innovation 30
Consultative Services 31
Organization for Effective Services 32
Inservice Education 34
Teacher Education, Certification, and Accreditation 35
    Certification 36
    Accreditation 37

Regulatory Responsibilities 38
Basis for Regulation 38
Purposes of Regulation 39
Principles Concerning Regulation 39
Prevention of Fraud and Misrepresentation 40

Development and Maintenance of State Standards of Education 41
State Approval Programs 42
State Accreditation Programs 43
    Administration of Accreditation Programs 43
    Development and Organization of Accreditation Programs 44

State Responsibilities for Urban and Rural Education 45
Special Urban Needs 45
Special Rural Needs 47

State Responsibility for Scope and Quality of Education

Under our system of government the state is sovereign with respect to its basic responsibility for establishing, administering, and continually evaluating programs of education adapted to the needs of its citizens. It is also responsible for the necessary coordination of all education activities within its borders. In meeting such responsibilities, the state should avoid unnecessary uniformity and controls while protecting the rights and privileges of publicly and privately operated education. It should stimulate improvement in education at all levels.

The state department of education provides leadership in fulfillment of the state's responsibility for determining and maintaining the general scope and quality of education. It also performs two other major functions: (1) that of a regulatory agency, and (2) that of a state governing and operating agency.

Leadership Responsibilities

As the leadership center of the state system of education, the state department of education should contribute significantly to the improvement of state and local education programs. Each program conducted by a state department of education should have, or be able to obtain, the resources needed to provide leadership throughout the state. Leadership activities and services may be appropriately involved in such broad categories as planning, research and evaluation, experimentation and innovation, consultation, inservice education, teacher education, certification and accreditation, and public relations.

Planning

Planning is concerned with identifying needs, determining purposes, and deciding upon the ways and means by which desired outcomes are to be attained. Planning involves the evaluation of alternative courses of action prior to fixing the course to be followed. In American society cooperative planning is an appropriate means of determining how resources may be most effectively utilized. The state department of education should play a decisive role in the development and use of planning processes in education.

Desirable principles and practices concerning planning include the following:

1. State educational plans should be developed on the scope, content and quality of learning opportunities necessary to meet local, state, and national needs.
2. State educational planning activities should seek to supplement and coordinate local planning; local initiative and responsibility for planning should be encouraged and stimulated.
3. Participation of representative groups and individuals should characterize statewide cooperative planning, with state department staff participation an integral part of the process.
4. Planning should be a continuous and often long-range process in the development, implementation, appraisal, and revision of statewide programs affecting education.
5. All programs of the state department of education should be coordinated components emerging from and contributing to long-range statewide planning.
6. Appropriate materials, staff, and financial resources should be made available for cooperative planning under the leadership of the state department of education.

Research and Evaluation

Research is essentially a method of inquiry concerning the known and the unknown, the old and the new, the tried and the untried. One of its purposes is to seek ways of improving the quality of all phases of the educational program. It should be concerned with identifying educational goals and assisting in development of means to achieve these goals. It draws its strength from knowledge and understanding of the needs of school programs.

Research should provide important foundations for educational policies as established by law, administrative rules and regulations, and in the continuing development of educational goals by the people. Demonstrations and controlled experiments can be important vehicles for evaluation of research results in field testing. Widespread programs of dissemination throughout the state following research results or innovations of proven quality and significance should be encouraged. Dissemination of results of quality educational programs on a statewide basis is a particular responsibility of state departments of education.

Provision should be made under state department initiative and direction for financing needed educational research through cooperative arrangements with local educational agencies, intermediate service centers, colleges and universities, agencies of the federal government, and other organizations.

The state department should encourage these agencies and organizations to engage in research and experimentation so that results having high priority in the state can be effectively implemented on a statewide basis as a cooperatively developed concern.

Positive means should be employed to tap the research potential which resides in the department's professional staff. Research consultants should be available to the professional staff conducting the department's programs for assistance and counsel relative to research methods and procedures. The staff of the departments should be prepared to evaluate educational innovations and to facilitate adoption of those of proven value.

The department should be a clearinghouse for educational research. Information about research in education conducted by public and private agencies operating within the state and elsewhere should be shared under cooperative arrangements to eliminate duplication of effort and to provide effective channels for demonstration and dissemination of results.

Experimentation and Innovation

The state department of education should emphasize development within the department of new programs that promise improvement in education. It should also be an agency to facilitate change by encouraging all schools and colleges to experiment with promising new practices and media on their own initiative. It should work directly and indirectly to coordinate all possible influences in solving the problems that interfere with education of suitable scope and high quality. Departmental resources and methods should be adapted flexibly to the relevant conditions in each state, with the purposes and general directions continuously evaluated, adapted, and clarified.

Every state department of education should be involved in the qualitative improvement of operating educational programs. For substantial progress in this direction the state agency should also conduct experimentation and innovation of its own.

In order to increase educational experimentation, state departments of education should initiate and conduct intradepartmental projects and should provide leadership in promoting experimentation involving other divisions of state government and the educational research divisions of colleges and universities, as well as within schools and school districts.

Experimentation per se does not necessarily result in improvement of the educational program. Its results must first be evaluated. Promising new ideas, techniques, or processes then may be applied to present educational practices to effect desirable changes.

Innovation is sometimes defined as invention or discovery plus implementation. In effect, it approximates demonstration accompanied by evaluation. An innovation should be implemented only after careful analysis of its probable effects on the educational program.

The state department of education should encourage educational experimentation and innovation by directing attention to their quality and worth. This can be done through consultative services and research facilities, and in collaboration with schools of education, colleges, universities, and regional educational laboratories. The department should utilize its role in such federal programs as Titles I-VI of the Elementary and Secondary Education Act of 1965, the Vocational Education Act of 1963 and the National Defense Education Act of 1958 to encourage and assist experimentation, evaluation, and implementation of innovations in schools and school districts.

Consultative Services

Consultative services of a state department of education are characterized by activities directed to the study and solution of problems in education. Development and dissemination of ways of accomplishing particular objectives are major purposes in such consultations. They should accelerate diffusion of methods, procedures, and practices essential for successful local efforts to achieve these purposes.

Consultative services should be provided by and through the department to local educational agencies, other state agencies, state government officials, other organizations, and the public. Responsibility for coordinating interdepartmental and interagency consultative services which are primarily educational in nature, and which are directed to state and local educational agencies of public education, belong in the state department of education. Consultative services provided by and through the department should be channeled through the duly constituted authorities of the agency or group serviced; this increases the effectiveness of the services, minimizes duplication of efforts, and nurtures public confidence.

Organization for Effective Services

Experience and field studies show that most states cannot staff and maintain all necessary leadership and developmental services to local educational agencies directly from the central office of the state department of education. However, cooperative arrangements with decentralized institutions can be made to increase the scope and quality of services the state department can supply directly. Regional service centers already available for these purposes should be strengthened and new centers established where needed.

Cooperative programs should involve such organizations and agencies as colleges and universities; local and intermediate school districts; educational service centers supported jointly by local, state, and federal funds; associations of schools and school districts organized for mutual self help; and special task forces organized to develop and to implement new programs or to improve old ones. State departments of education and intermediate educational service units should make clear to all groups and to the general public that many approaches are being encouraged, and that the tasks to be performed in service and development of local educational programs are too large and important to be confined to specific agencies having limited functions. Under these policies, state department leaders would have almost unlimited opportunities to coordinate and otherwise to assist service and development programs from central offices as administrators of educational progress.

It is often desirable for states to reorganize and strengthen currently operating intermediate units. In other instances, new state systems of supplementary service centers designed to replace ineffective systems of intermediate units should be developed. Occasionally, both approaches may be suitable concurrently in a single state.

The following statements refer briefly to emerging or existing patterns of state planning or practice in one or more of the states, and are listed for general consideration. Any combination of these or other patterns or practices that may be suitable should be developed, with appropriate local and other adaptations that may be desirable. Good practice involves surveying the field, evaluating the service patterns now in existence, and then considering innovations and improvements in state programs of service and development to meet the needs of local educational agencies and attendance units. Legislative action applying to an entire state is usually required for setting a state pattern, but there should be legislative provisions in each state authorizing variations in established centers at any time.

Cooperative arrangements should be stressed in states where most of the local educational agencies have achieved size, strength, and leadership sufficient to establish a large number of essential services for themselves. State departments of education in such states should devote major attention to working with supervisors and specialists in local service centers, rather than directly with teachers and nonspecialized personnel. Administrative programs from the department may then be directed to the local educational agencies that have excellent local leadership and developmental capacity, with specialized services limited to the occasional local agency in need of individually tailored assistance. In most states, this plan requires a comparatively large staff to be housed and supported in the offices of the state department of education in the capital city.

In states where intermediate units are in operation along with numerous large and small independent districts of varying effectiveness, the intermediate units may be strengthened and become the only local educational agencies in most or all areas of the state. This may be accomplished by assigning most of the traditional service and development functions to the reorganized intermediate units. In order to assure their success, these units will require resources of high level professional leadership, clear legal and professional responsibilities, financial support sufficient to enable them to be effective in action and thus respected in the field, and statewide coordination by the state department based on joint planning and flexible operation.

In states with intermediate units which are themselves composed of smaller semi-autonomous local school districts with separate boards of education, such as supervisory unions, legislatures could constitute the intermediate units the sole local educational agencies and strengthen them for enhanced administrative and service functions. The new local educational agencies could be coordinated by the state department for the provision of expanded state supported services and development programs. If desirable, the local boards could be retained and adapted as advisory bodies on the operation of local schools.

In some states local educational agencies, while retaining their operational responsibilities for elementary and secondary schools, may be grouped into a reasonable number of regional areas having community college centers. These centers could be made responsible for administration of state service and development activities to school agencies within the region, reducing the bulk of the state department coordinating responsibilities to contacts with the relatively small number of regional centers.

In a number of states substantial percentages of the total population reside in one or a few large metropolitan areas. The state department should make efforts to work out special arrangements to serve these urban centers through a distinctive system of educational service and development geared to their special needs. The department should also make arrangements to serve the rural areas of predominately urban states in special ways that are most effective for them. Tailored arrangements for reasonably defined areas of local need can demonstrate effective flexibility in departmental activities.

New systems of regional service centers with service area boundaries may be created by state law to replace county or other existing forms of intermediate units. These regional centers may be restricted to service activities, with administrative decisions left in the state department of education as part of its coordinating authority. Such regional service centers may be regarded as parts of the state department with some state financial support, but with flexibility of their own in serving local schools. They may be authorized to conduct research and be eligible to become federally supported service and research centers. Local autonomy may be recognized through contracts for specific services to local schools, with the latter allowed to choose among the services they desire to have and to finance.

All desirable variations of these patterns of supplementary service centers should be coordinated under state plans so that local, state, and federal financial resources may be utilized for their service functions. A wide variety of service programs should characterize their operations, with financing of each according to the purposes to be served and needs to be met.

Inservice Education

One of our greatest needs is improved organization and support of appropriate inservice education of teachers and other educational personnel. This field offers an opportunity for exceptional service to any state department that is willing and able to assume vigorous leadership in its development.

Inservice education includes those activities which contribute to educational growth and improvement. These are equally desirable for the staff of the state department of education, for school boards, and for all school personnel served by the staff. Each state department should:

1. provide appropriate inservice education for its professional and nonprofessional staffs;
2. encourage and support appropriate and effective inservice education activities at local, regional, and state levels, directing this action toward improvement of the curriculum, administrative practices, and all related services as well as improvement of the competencies and attitudes of educational personnel;
3. provide consultants to assist local leadership in planning, conducting, and evaluating inservice education for improving their educational programs and the quality of services provided by their personnel;
4. encourage and assist in the inservice training of boards of education in the performance of their functions;
5. seek the cooperation of institutions of higher education responsible for preparing school personnel—including teachers and school administrators—and of other agencies in developing inservice programs for school personnel, combining all these efforts in suitable ways with evaluation and improvements of educational programs;
6. insure that its inservice education is continuous and subject to constant evaluation in terms of the development of quality education and the growth and satisfaction of participants.

Teacher Education, Certification, and Accreditation

State departments of education should seek continuously to simplify, democratize, and improve the administration of teacher education. They can be influential in achieving the following goals.

Broader implementation of the concept of the approved programs approach should be effected, placing greater responsibilities in teacher education institutions. These responsibilities include careful screening and selection of students admitted to teacher education programs, and better institutional planning of more flexible programs of high quality adapted to individual needs. The institutions should assume responsibility for recommending graduates for initial certification by the state department of education.

More substantial agreements should be engendered among teacher education personnel and practitioners regarding the essential content areas which should be included in all approved teacher education programs by state prescription. The state department should supply statewide leadership in stimulating continuous study and evaluation of essential knowledge and experience needed for effective teaching. It should work with and through an advisory council on teacher education, professional organizations, and the institutions preparing professional personnel in education. It should encourage these institutions, local educational agencies, and study groups to define, evaluate, and implement frontier practices in teacher education.

A continuous inventory of new needs in teacher education should be developed and teacher preparation programs encouraged to meet these needs. The state department should provide continuing information on a statewide basis on such emerging needs as teachers for nurseries, kindergartens, and non-graded schools; uses of technology in teaching; special instruction for economically and culturally deprived or physically, emotionally, or mentally handicapped children; and training of para-professionals, teacher aides, lay readers, and clerical helpers. The department should encourage teacher education institutions to establish programs to prepare teachers to meet these needs and to implement promising innovations in teaching by flexible administration of state requirements. State departments should themselves participate in these programs when possible. They should encourage and participate in the development of new sequential programs such as condensed four year approaches; five year sequential programs for preparation of classroom teachers; sixth year programs for specialized professional nonteaching personnel, administrative, and supervisory personnel; internship programs for classroom teachers; and fifth year programs of teacher education for liberal arts graduates involving part time, part pay internship and professional courses.

Certification

State departments of education should seek to strengthen the administration of teacher certification. These agencies have many avenues for improvement in this field. They can reduce course prescriptions to a minimum by full adoption of the approved programs approach, by specification of only the total semester-hours in the professional field, and by well-defined statements of the content areas in subject matter and professional education to be covered. The state departments should seek to eliminate discriminatory special courses available only in in-state institutions, or seek permission for the exercise of administrative flexibility if such courses are required by state legislation. Consideration should be given to proficiency examinations in lieu of a prescribed credit course, acceptance of credit for a correspondence course, or postponement of the requirement until after a year of teaching in the state.

State departments should eliminate requirements for additional college credit for certificate renewal beyond the masters degree, leaving incentives for such professional growth to local board requirements. The state agencies should reduce the number of separate name certificates to a desirable maximum (perhaps no more than five), and use endorsements to denote fields of competence. The departments should cooperate with all institutions and associations concerned in continuing the search for further refinement of requirements in the direction of flexibility in fulfilling the major purposes of certification.

Each state department should work toward nationwide establishment of interstate reciprocity in certification. It should seek agreements with its counterparts in other states on minimum requirements for various preparation-level certificates. To a large extent, interstate mobility of teaching and administrative personnel has been made an established fact by many social, economic, and technological developments. State requirements for certification should seek to establish defensible standards everywhere, without interfering substantially with a generally desirable mobility of such personnel.

Accreditation

State departments of education should undergird the strengths of teacher education-certification by establishing, refining, and supporting valid accrediting procedures for teacher education programs. The departments should develop sound state standards or criteria for accreditation or approval of teacher education programs within the state. In developing such improved state standards or criteria, the state agencies should use established cooperative processes of involving representatives of all areas of knowledge and concern in the field.

In the accreditation or approval of a given institution for teacher education, accrediting committees composed of skilled, competent professional people should constitute the visiting and evaluating group. The practice of one individual recommending the accreditation or approval of a teacher education program can thus be avoided. In arriving at their own judgments, state departments should make the maximum possible use of accreditation performed by the national accrediting agency, the National Council for Accreditation of Teacher Education.

Regulatory Responsibilities

The state department of education is responsible for maintaining minimum standards enforced by the state as necessary to safeguard the scope and quality of education available to all its citizens. Such enforcement can usually be achieved without compulsion through assistance and persuasion. In this context procedures should be sufficiently flexible to encourage the schools to exceed the minimum levels of quality as often and as much as possible. Nonpublic elementary and secondary schools should provide basic programs of the extent and quality required in the public schools. When local units of public or private education refuse to meet the minimum standards established by the states, the state should enforce these standards for the protection of the people.

Also vested in the state department is the responsibility for enforcing certain laws and reasonable administrative rules and regulations governing individuals, local school districts, and specified educational activities. Professional leadership and assistance should be the primary approaches in attaining the results mandated as regulatory responsibilities of the state department of education. Before resorting to compulsory compliance, professional and technical procedures to promote assistance to local educational agencies to help them meet and, if possible, exceed the standards prescribed by state law and regulations should be thoroughly utilized.

Basis for Regulation

Establishment of standards and the accompanying power to enforce their compliance are commonly termed the regulatory function. While states have delegated broad authority to local school districts for management and operation of the public schools, they have also established minimum administrative and educational requirements. State departments of education are often identified both with the requirements set forth expressly by statute and with the administrative rules and regulations they may promulgate to fill in the details of the statutes. The state board of education and in some cases the chief state school officer also have authority under general statutes to make reasonable regulations in regard to educational matters not specifically named in the law.

Purposes of Regulation

State laws and administrative rules and regulations should:

1. provide for establishment and maintenance throughout the state of education programs of high quality in terms of their objectives;
2. guarantee appropriate educational opportunities for all children, youth, and adults;
3. provide assistance and encouragement to insure that each individual has opportunities to advance his education as far as his ability and perseverance will carry him;
4. provide for protection of life and health in the school environment;
5. provide for accounting and other safeguards to protect public school funds and to encourage their appropriate use;
6. provide for coordination of the operations of state and local educational agencies;
7. provide for coordination of the activities of state and local noneducational agencies that affect the public schools and their operations;
8. provide state requirements for local administrative action under federal laws and/or regulations affecting elementary and secondary education supervised generally by the state department of education.

Principles Concerning Regulation

Every precaution should be taken to insure that primary responsibility for operational control of local education programs continues to be exercised by local educational authorities.

State administrative rules and regulations should be developed through cooperative action between representatives of the state department of education and the local educational agencies concerned, after appropriate consultation with laymen and professionals affected. This procedure produces the most desirable administrative standards and encourages voluntary compliance on the part of the agencies obligated to meet them.

State administrative rules and regulations establishing mandatory standards should indicate clear minimum requirements. The state department of education should encourage and assist local educational agencies in the development of programs exceeding minimum requirements.

Where two or more state agencies are concerned with the establishment and enforcement of state administrative rules and regulations, there should be an official cooperative agreement which sets forth the specific responsibilities of each, provides for the joint development of standards, and identified enforcement procedures.

Constituted law enforcement agencies should be brought into cases only when leadership efforts fail to bring about compliance, and then in a diplomatic yet legally proper manner. Enforcement of a state standard through legal procedures should not go beyond the minimum action required to obtain compliance.

The state department of education should have and exercise administrative authority to waive minimum standards to promote and encourage research and experimentation when such action is desirable.

Prevention of Fraud and Misrepresentation

The state should protect all its citizens from fraudulent educational offerings by individuals and organizations. Reputable private elementary and secondary schools, colleges, trade schools, correspondence schools, and others are equally in need of such protection. Proprietary schools should be required to have a state permit to open as schools and should be licensed by the state department of education on a periodic basis to insure that their operations will continue to meet minimum standards of educational effectiveness.

The educational significance of the various certificates, diplomas, and degrees awarded under both commercial and private nonprofit arrangements should be prevented by the state from falling below reasonable standards. In many states legislation is needed to achieve these purposes fully, and should be initiated and/or supported by their state departments of education.

Development and Maintenance of State Standards of Education

State departments of education usually have clear legal authority to establish and maintain suitable standards of quality in elementary and secondary schools. This authority is either expressly provided in constitutional or statutory provisions or is properly implied from them. It is also supplemented by the authority of state departments to establish reasonable rules and regulations and to enforce them by reasonable means. Should there be any question about authority to establish and maintain standards of educational quality, such authority should be granted to the state department by legislation.

The manner in which the state meets its responsibility for reasonable quality in public elementary and secondary education is of vital importance. All relationships between the state department of education and local administrative units should be planned to encourage local initiative and responsibility for policies and programs of education. Cooperative arrangements should be encouraged by the department whereby school and college educators, members of school and college governing boards, and other citizens may participate in formulating standards upon which state department actions affecting local schools are to be based.

State departments of education should emphasize quality incentives far more than minimum standards, but enforcement of the minimums should not be avoided because it may be distasteful or difficult. The departments should assist local boards of education in meeting and exceeding minimum standards, with much reliance on the vision, competence, and cooperation of local leadership. Any necessary enforcement should be a temporary operation, administered separately from the service and assistance programs of the department.

The state education department should be alert to exercise the primary responsibility for evaluating educational programs that may be achieved through cooperation with other appropriate agencies. Services and exchanges of viewpoints that can broaden the basis for departmental evaluation are particularly valuable. Many local, state, regional, and national groups have vital contributions to make—some as lay beneficiaries, some as professional specialists, and some as authorities controlling educational institutions. In every important phase of the evaluation of educational programs, the state department has a unique opportunity to encourage each group to do what it can do best and to coordinate a diversity of resources in a harmony of accomplishment.

The state department should exercise much care in keeping a good balance among national concerns, state responsibilities, and local interest and creativity in evaluating elementary and secondary education. To the extent that the national concerns add new dimensions to the tasks of education, the department should increase the scope of its leadership. To the extent that evaluation of the standards of secular education in private schools requires adaptation in methods, the department's approaches should be varied without loss of objectivity. Such is the substance of state leadership in the development of standards and practices for the evaluation and accreditation of education.

The statements that follow are intended to suggest terminology that is descriptive of various levels of assessment of elementary and secondary education. In attempts to differentiate between compliance with relatively narrow requirements and performance at higher levels of quality, the terms *approval* and *accreditation* have often been used without clear definitions of their respective meanings. It is suggested that the term *approval* refer to compliance with rather narrow requirements and that the term *accreditation* be used with reference to more general performance at minimum or higher levels of quality.

State Approval Programs

Approval is defined as the official act of the state department of education certifying that a school or a school system complies with laws, rules, or regulations for administrative purposes. In most cases criteria for approval, in contrast to those for accreditation, are quantitative in character and limited in scope. Approval is commonly exercised in such limited aspects of the local school curriculum as a course of study or an appropriate list of readings for a course, in allocation of state financial aids, in recognition of qualifications of teachers for a certain type of employment, or in acceptability of building plans and specifications under state regulations.

The state department of education should adopt rules and regulations governing the approval of such particular aspects of schools and school systems. Requirements for each approval should be clearly stated and explained by the state department to all who are affected by it. The department should provide consultative assistance in interpreting requirements for approval, should develop and use flexible procedures designed to obtain needed information, and should make reports on all approval actions for statewide distribution.

State Accreditation Programs

Accreditation is defined as an official decision by the state department of education that, in the judgment of the department, a school or school system has met the standards of quality established by the state. Accreditation may be based on minimum requirements only, or on a system of classification reflecting higher levels of adequacy. Each should be coordinated with activities of regional and other accrediting associations to avoid duplication of work and conflicting standards. Provisions for accreditation should be established by state statute or regulation, with suitable wording to make exceptions for innovations and experimentations and for local schools and school systems to cope with emergency or other extreme conditions beyond their control. Actions by the state department of education relative to accreditation of schools should be reported and explained on a statewide basis by the department, along with all other official actions on accreditation.

The purposes of accreditation should be explained fully to teachers, administrators, governing boards, and the general public. The state department should document factors which encourage continuous improvement in the quality of education. These should be designed to give guidance and direction to the state's educational programs; obtain data necessary for development and implementation of a more efficient system of programs in education, including facilitation of evaluation of those intergovernmentally supported by state and federal governments; provide evidence to justify certification of high school graduates for admission to college and for other post high school activities; facilitate transfer of students among public and private elementary and secondary schools and into productive employment; identify periodically and recognize schools which have met accreditation standards; and inform the public concerning the quality of schools throughout the state and the purposes and procedures used in evaluation.

Administration of Accreditation Programs

It is the responsibility of state departments of education to develop programs for the appraisal, evaluation, and accreditation of elementary and secondary schools. The departments should also establish the objectives, criteria, and procedures necessary for the appraisal process; provide assistance to a school or school system during the self-appraisal period; and accept full responsibility for the final decision on accreditation of the school or school system.

Leadership personnel from the state department, local education agencies, institutions of higher education, and other citizens should cooperatively develop the objectives, criteria, and procedures for appraising a school or school system. In full cooperation with local leadership, the state department should establish procedures for the continuing appraisal of the status, direction, and progress of the schools. Departmental personnel should stimulate improvements in local organization, curriculum, and administrative practices in discussions with the local school staff and board of education. Operating in acceptable ways with the citizens of the community, they can add to public understanding and support of improved educational opportunities.

Development and Organization of Accreditation Programs

The state department of education should formulate both qualitative and quantitative standards or criteria for accreditation. Qualitative standards relate to the values which constitute the essence of education. Some values lend themselves to measurements, but some are only descriptive. Illustrations of qualitative standards are measures of pupil achievement and capacity for learning; the teacher's knowledge, competence, skill and devotion to teaching, and understanding of the nature of the growth and development of children and youth; vitality of instruction; attitudes of respect and confidence prevailing in the school and especially in teacher-pupil relationships; philosophy of the school and the extent to which that philosophy is understood and acted upon; quality of administrative leadership; degree to which the school is alert to changing needs and opportunities; adaptations to community background; and relationships of the school to parents and the community.

Quantitative standards, which are more easily measured, pertain to such matters as the adequacy of buildings; the inventory of equipment and instructional materials; the school day, and the school year; and the number of students assigned to classes and to teachers. Some criteria involve both qualitative and quantitative aspects—e.g., use of the library and other resources for learning, and the degree to which students are achieving in relation to their abilities insofar as these can be measured.

The state department should consider a multiple-standards type of accreditation program for school systems. These provide for recognition of quality above the minimum and describe differences among levels of quality, which are inevitable among local educational units. The local school or school systems are then classified according to the standards they meet.

Whether an accreditation program is of the multiple-standards type or includes only minimum standards, it should be designed to require progress and improvement on the part of all schools regardless of their previous attainments. Accreditation programs should apply to the total school system as well as to its component parts.

Following the development of standards and before their official adoption, the proposed standards should—where possible—be subjected to a trial period in pilot situations. There should be an opportunity for full discussion in the community. Similarly, the effective date for application of new standards after their adoption should allow for a reasonable period of transition, during which local agencies should conduct self evaluations.

State Responsibilities for Urban and Rural Education

Throughout the nineteenth century and the early decades of the twentieth, the primary concern of state departments of education was to assist the thinly populated rural areas in providing suitable education. At that time the cities and large towns were comparatively wealthy and needed few services state departments could offer.

As the country became more populous and technology largely replaced hand labor, the trend toward urbanism accelerated and rural population declined. After mid century, the people rapidly rearranged themselves in cities, suburbs, and rural communities, with cities declining and the suburbs claiming more than their share of economically and educationally advantaged persons. By 1968, the large cities were most in need of state assistance, suburbs usually were able to have schools of high quality with no more than moderate aid from the states, and solutions for the continuing educational problems of the decreasing rural population were being regarded as less urgent.

Special Urban Needs

Increasing urbanization has brought about conditions requiring both physical and human renewal, especially in cities characterized by heavy concentration of socially and economically disadvantaged persons. New buildings must replace those that are worn out and obsolete, teachers and administrators must be specially prepared, and more effective and expensive services are required. Dedicated, imaginative efforts must be made to achieve equality of educational opportunities for all children and youth.

In view of the shifting population, state departments should focus their attention to a greater extent upon the educational problems of urban communities. The departments should be prepared to make studies and recommendations for the development of school building programs and for educational programs designed especially to meet urban needs. The federal and state programs relating to housing and urban development should be coordinated with educational programs to provide a concerted community effort. It is a further responsibility of state departments to foster legislative programs at the state and national levels that will provide the necessary additional financial support for such education.

Still another area of urban need concerns reorganization of city school districts to provide for more effective administration and to bring the people more genuinely into participation in school affairs. State departments should assist in solving these problems affirmatively through studies of needs and sponsorship of appropriate legislation at the state level.

Active leadership in the specific promotion of the general welfare through education should be assumed by state departments of education, especially in fields outside their traditional functions. For instance, the state department should make special efforts to assist urban communities to prevent dropouts, to devise unique programs to keep potential dropouts in school at least until high school graduation, and to assist in job placement for those who cannot be kept in school.

Urban problems require closer cooperation with state agencies responsible for social services, welfare, health, conservation, and law enforcement. These agencies need assistance in applying education to solve their problems. The state department especially should support programs that would coordinate education with actual employment opportunities in all metropolitan areas, with enough flexibility to take into account the special needs of each area.

In addition to the work done at the state level in legislation, state education departments should move strongly into their increasingly important role as it pertains to federal legislation and federal programming. State departments should make themselves factors in determining the purposes for which federal funds may be used. Specially developed programs should be made available for school administrators concerning solutions of critical urban problems.

State departments of education should move vigorously into those service fields that our urban areas cannot, because of cost, perform as economically or as adequately by themselves, These could include special urban-oriented services such as research and development, and collection and dissemination of documentary and analytical information. In connection with such activities, state departments of education should explore how resources already available within the urban areas themselves can be used to the best possible advantage.

Special Rural Needs

Rapid changes in socioeconomic patterns and the need for better education for more people over longer periods of years are placing an increasingly heavy burden on all schools. While more attention to educational problems in urban schools is justified, there are continuing and equally pressing problems in rural education which must not be overlooked. The proportion of children living in economic poverty in rural areas is much greater than in the large cities, and educational poverty inevitably follows because the rural community often has few social institutions other than the school. For many students, the rural school exists as the best hope for personal, social, economic, and cultural improvement.

State agencies must exert a leadership role if the educational needs of rural youth are to be met. Other adequate leadership resources are seldom available. Areas on which competent state leadership and attention should be focused include:

1. district reorganization to make possible—through reasonable consolidation of small units—the provision of a curriculum suited to pupils' needs and with sufficient financial resources to offer a good quality of education;
2. preparation of superior teachers, who have a sympathetic understanding of the needs of rural youth, for rural schools;
3. development of a curriculum which goes beyond the local environment and brings to the pupils a knowledge of the country and the world;
4. attention to the need for local educational agencies to provide adequate classroom supervision—the services of state supervisory personnel should be made available to assist each local unit in developing a plan suited to its particular situation;

5. provision of administrative consultation and services on building design, financial procedures such as the issuance of bonds and expenditure of funds for construction, and on facilities to make a broad curriculum possible;
6. provision for technical assistance in developing an efficient transportation system which will make it possible for all pupils to attend school;
7. coordination of all services provided by local, state, and federal governments; educational organizations; and citizens groups interested in better schools;
8. provision for assisting local units in special education for the mentally retarded and in tutorial programs for the physically and emotionally handicapped;
9. operation of guidance programs to bring information and expand the horizons of rural youth—the absence of such programs and services may constitute a serious lifetime handicap;
10. provision of special classes for migratory workers who bring their children with them during the harvest season;
11. assistance in establishing adult education courses to retain, update, or supplement the education of adults in rural communities;
12. encouragement of local initiative in experimental projects and research designed to improve the quality of rural education, with aid in disseminating results;
13. coordination of rural improvement projects in the state;
14. attention to the need for public understanding as a requisite for support of improved education;
15. provision of state financial assistance to equalize educational opportunity while retaining local independence and responsibility for education.

A sizable proportion of pupils reside in small communities and will continue to do so. As this is true in most states, the state education agency should participate in and give leadership and direction to local efforts for attainment of these and other desirable goals.

CHAPTER III

The Instructional Program

The Curriculum 50
Purposes 51
Nature of Pupils 53
Requirements of Our Society 54
Nature of Knowledge and the Organization of Content 55
Realistic Expectations 57
Evaluation 57
Prekindergarten and Kindergarten 58
Special Secondary School Considerations 60
State Department Activities 61

Supporting Instructional Services 61
School Library Services 62
Instructional Media and Realia 65
Applications of Technology 68
Consultative and Supervisory Assistance 69

Pupil Personnel Services 70
State Planning of Pupil Personnel Services 70
Guidance and Counseling 73
School Health Services 75
School Mental Health Services 79
School Psychological Services 83
School Attendance Services 84
School Social Work Services 85
Services to Handicapped Children 86

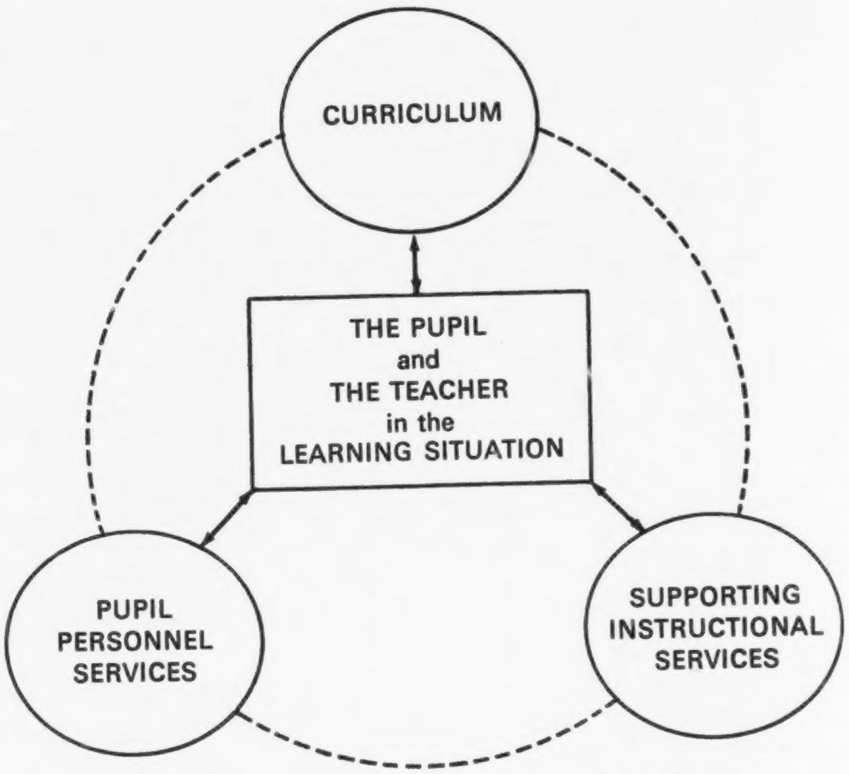
The Instructional Program

This chapter considers the central core of the school—the instructional program—as it is influenced by three components. The first is the curriculum which embodies the experiences of the learner as he interacts in the instructional process. The second component is the instructional services such as supervision, consultation, library service, and materials and processes, all of which seek to enhance the communicative effectiveness of the interaction process. The third major component of the instructional process is pupil personnel services designed to create those conditions around and within the learner that can foster maximum learning.

These components do not stand alone. Each is an integral part of the others. Together they form the very heart of the programs through which the school carries out its purposes. The illustration on the following page depicts in graph form the rationale contained in the pages which follow.

The Curriculum

Perhaps unique in all the world is the great goal of American education to provide its benefits to every child over many years of his life. The scope of educational experiences and opportunities made available has expanded as the complexity of the social order has increased. As early as 1948, the Council of Chief State School Officers recognized the responsibility of state departments of education for nursery school and kindergarten programs, recommended that the scope of elementary and secondary education be extended, and suggested that an appropriate tax supported public education program should be free and available to each person who has reached the age of three years. This changing and expanding nature of our soicety presents a challenge to the educational enterprise to take a new look at the curriculum—that series of experiences that a pupil has under the guidance of the school and through which the school carries out its purposes.


CURRICULUM
THE PUPIL and THE TEACHER in the LEARNING SITUATION
PUPIL PERSONNEL SERVICES
SUPPORTING INSTRUCTIONAL SERVICES

THE INSTRUCTIONAL PROCESS

Purposes

The purposes of education apply in most aspects from early childhood throughout life. Changes in materials, subject matter levels, and to some extent specific purposes occur as pupils progress through the elementary and secondary schools, but continuity of purpose is of great importance and is best achieved in terms of common goals. Obviously, emphasis on a particular goal or the method devised to achieve it changes with various levels of maturity.

In the goals, ideals, objectives, and guiding principles that constitute values sought in the curriculum, distinction exists between *verbal* and *behavioral* values. Teaching verbal values is relatively easy. Children and youth can memorize and reproduce on demand a reasonably creditable statement of democratic values, but these are incomplete evidences of education. It is only when such concepts are combined to produce overt or covert behavior that education becomes complete in understanding and demonstration of these values. Complex, difficult, overwhelming as is the task to teach these values, they are the core of the school curriculum regardless of what the teacher's assignment may be.

From experimentation and research has emerged a growing body of professional literature of inestimable value to prospective teachers, to teachers in service, to research workers, and to educational and community leaders responsible for making significant decisions concerning the curriculum. Many of these continuing efforts seek to meet the needs and interests of our widely diversified population. Education has become the road to social mobility to the extent that the schools should be able to open realistic doors of opportunity for almost everyone. No two classrooms, no two schools, no two school systems can be exactly alike and yet be flexible enough to meet all the needs of the people they serve. Adaptations to meet individual and social needs should make them different. Because Americans are a *moving* and *doing* people, the far horizons of educational potential are never completely attained, and perhaps are not attainable. Education has its own built-in dynamism in meeting the special individual and social needs of complex human beings.

A problem which seems to be growing among the older pupils and adults concerns the personal and social significance of the role each person is expected to play in our contemporary society. Many youths seem to be finding an alarming lack of opportunity for personally and socially significant and satisfying activities in our present day society. This may be more dramatically evident in the activities of the post high school age person but there is also considerable evidence of the relevance of this matter to high school youth.

Making learning and personal development meaningful to young people is not the problem of the school alone. All agencies concerned with youth have a legitimate interest and a responsibility for dealing with it. Because of the central position the school occupies in the lives of most youth and in view of its resources, however, the school should accept a heavy responsibility for grappling with this problem in cooperation with appropriate community agencies.

The problem has implications and causes far beyond the basic instructional program of the school. Its roots extend into the way in which the school day is organized, the way the school is administered, the extra-curricular program, the social activities, and all the other facets of life in a modern school. One fruitful approach to this problem is getting at the attitudes and values which our youth are developing as they move through school. Since young persons of high school age, whether dropouts or about to graduate, often have many adult responsibilities thrust upon them, their test and ours for the school must be what it has contributed to their development as participating members of our society.

A state department of education may deal with the matter of goals for the school curriculum through efforts in two directions. Efforts in the first direction will result in a statement of the goals for the school systems of the state. Efforts in the second direction will result in a statement of goals by local school districts for use by the staff members in that school system. Both directions are important and should be followed.

In developing a statement of goals for statewide use, state department staff members, supported by competent consultants, should play a leading role. Such statements should reflect the best thinking in the state, and should be published as state reports for use by local schools.

In the development of a statement of goals by a local school system the members of the state department should serve as consultants, aiding in establishing a sound procedural framework for discussion and in securing other specialists as needed. In both the above mentioned directions it is important that those responsible for the work undertaken look to certain sources for guidance in the development of goals, namely: the nature of pupils in the schools; the demands of society on the schools; the nature of knowledge and the organization of content; knowledge of what it is realistic to expect of the school and the conditions which support these expectations; and valid and reliable procedures for the evaluation of programs in terms of the goals agreed upon.

Nature of Pupils

A clear understanding of the nature of persons from three to eighteen years of age is essential, not only in order to determine realistic goals, but also to determine appropriate ways of working with pupils to stimulate their progress toward these goals. Educational opportunities appropriate to the person's age and maturity are basic to effective learning. Much has been learned in recent years about the influence of environment and personal experiences on children below the age of six. The maturity and performance of each child will vary greatly according to where he has lived, how he was treated, and the experiences he had as an infant and young child. School learning opportunities must be developed by persons who can and do understand the level of development at which each child finds himself upon entering school. The program should begin with the child at these levels and proceed according to the needs of the individual pupil. Assistance to teachers in understanding children should be one of the major responsibilities of the state education department staff.

The curriculum should recognize the principles of human adjustment and learning and should be based on the changing needs, abilities, and interests of children and youth. It should be characterized by adherence to the principles of readiness at all levels of learning, and by its acceptance of individual differences. It should make sensory and verbal stimulation more meaningful, provide for the cultivation of insight and self-knowledge, and be designed to help pupils organize concepts and understand relationships.

The curriculum should provide specially adapted materials, methods, and services for pupils who are emotionally disturbed, culturally deprived, and generally disadvantaged or handicapped, as well as for the gifted. The schools should experiment boldly and vigorously with the development of curricula, learning materials, and methods suitable to the special needs of all educationally disadvantaged pupils. This problem extends beyond the educational system into the very heart of the American society. The schools should equip these pupils with the intellectual competencies, skills, and psychological resources that will enable them to emerge at adulthood into the mainstream of the American life. There is no implication here that the gifted should be neglected. They offer great promise for the future, and should be challenged at their own levels of learning by enriched programs of instruction.

Requirements of Our Society

Schools exist because societies believe they can be effective institutions in helping to mold young people into contributing members of their societies. Consequently, a school curriculum will reflect what a particular society considers important at a particular time and place in its development. In order for a good school to serve well that society which supports it, and at the same time help that social order become better, it must study closely the society of which it is a part.

Such study affords schools and the state department of education opportunities to develop educational programs that serve societal needs. For example, the high value which our society places on the ability to continue to learn throughout life can be stimulated and encouraged by the kind of school programs developed for pupils. The encouragement of curiosity, the development of individual responsibility for learning, and the exercise of independent thought and action are some means by which the curriculum can contribute to the development of this ability.

The public school serves the children of all the people. Here children—the bright, the dull, the timid, the forward, every kind from every manner of home and background—meet as members of a distinct social group. Their experiences in this group will influence, for better or worse, their lifelong attitudes and ideas regarding ways of living and working together. From their experiences here, they will also acquire the skills, the knowledge, the loyalties, and the common understandings which are essential for the unity and stability of society, and for self-respecting competence and responsibility as individual citizens. Schools develop their guiding principles and purposes out of the needs of children and out of the needs of society.

Nature of Knowledge and Organization of Content

The curriculum must consider the peculiarities of subject matter and must give concern to the manner in which they come about. In mathematics and science, for example, knowledge results from generalizations that emerge from much observation and experimentation. History, on the other hand, does not lend itself to the same kind of inquiry. Historical knowledge comes about as the historian gathers bits and pieces of evidence that must be woven together to reconstruct the fabric of the social order of an era. Students must be cognizant of the nature of knowledge if they are to understand and appreciate it in its best light.

How knowledge is organized is also important for curriculum makers. At the state department of education level much help can be given to schools by arranging knowledge in sequences that facilitate learning.

Primarily, the school is concerned with those outcomes of learning which should be the common possession and attainment of all citizens. Language, customs and manners, common loyalties and cherished values, history and traditions, the commonly used practices of community life needed by all for the unity, cooperation, and smooth operation of society are the foremost responsibility of the school. Some of these can be learned as facts. Many of them must be learned through experiences in willingly shared responsibilities and must be vitalized by giving children opportunity to respond in challenging situations. The purposes of education can be achieved only in a school where willing participation and self-direction are accepted and practiced.

The broad purposes growing out of fundamental needs, all of which should be served in theory and in terms of practical assistance by state departments of education, may be summarized as follows:

1. to develop the basic skills and understandings essential to the effective use and comprehension of the arts of communication;
2. to promote development of character and responsible social conduct through activities that give satisfying experiences in cooperation, self-control, and fair play;
3. to provide instruction and practice leading to the building of habits that are conducive to health, safety, and physical well-being;
4. to develop the skills and understandings necessary for effective measurement, computation, and problem solving;
5. to help children learn how basic human needs for food, clothing, shelter, safety, protection, and comfort are met in their community and in other regions throughout the world, and thus to lead them to an understanding of the relationships and interdependence of agricultural, industrial, governmental, and other essential services in civilized society;
6. to help children understand how man has used science and invention to meet his needs and to improve his living, and the methods the scientist uses to unlock the secrets of nature;
7. to develop a sympathetic understanding and appreciation of the movements, struggles, and ideals interwoven with the building of our nation, and the responsibilities resting upon its citizens for national preservation and improvement;
8. to provide, through classroom organization and activities, first-hand experiences of working in a democratic environment in which participants learn the satisfaction of growth in self-direction and personal responsibility;
9. to promote wholesome cultural, recreational, and creative interests through experiences with music, art, bodily rhythmical activities, literature, and similar forms of enjoyable expression that brighten life and give it greater depth and richer meaning;
10. to help children develop mentally healthful self-esteem,

insight, and self-acceptance necessary for perceiving reality with minimum distortion and for effective intellectual functioning;

11. to build understanding and friendliness for the people of the world and respect for the belief that man can find ways to settle conflicts of interest through discussion and conciliation.

Realistic Expectations

Schools are only one of many institutions which affect the lives of pupils of school age. An appropriate division of responsibility among these institutions is necessary if each is to perform its function properly. That this arrangement will vary, in different places and at different times, is quite apparent and increases the importance of a valid appraisal by each school of its proper role.

The state department of education can and should assist schools in the clarification of their proper roles in the growth and development of children and youth. For example, in most cases the primary responsibility of providing food, clothing, and shelter is not a responsibility of the school. On the other hand, learning to read—which is a complex process requiring organization of experience, opportunities for selective practice, and considerable feedback of results—is a skill whose primary development rightfully belongs to the school.

A further dimension which should be of serious concern to state departments of education refers to the conditions under which a school can be expected to meet its responsibilities. These include adequacy of program and staff, appropriate materials in sufficient quantities, realistic evaluation, and similar matters which are basically professional in nature. Without the necessary tools, it is unreasonable to expect that a good job will be done.

Evaluation

All evaluation activities must be based upon the goals being pursued. It is essential that evaluation be appropriate to the ends sought. If mechanical skill in reading is the over-riding goal of a reading program, then evaluation should not be concerned with measuring pupils' love of books, understanding of what they have read, or their curiosity about the world of writing. If this overriding goal is regarded as overemphasized, the goals of teaching should be reexamined and perhaps changed, so they too may thereafter be included in evaluations.

Because the achievement of certain goals is more easily measured than is that of others, objective measurements have been developed almost exclusively in such subjects as spelling, reading, and mathematics. The impressive data expressed in quantitative terms obtained as a result of such objective evaluations lead inevitably to teachers recognizing that their success is likely to be evaluated on the basis of their pupils' achievement in these more measurable subjects, and consequently teachers devote more school time to them. Many citizens believe that the so-called 3 R's constitute the only appropriate domain of the school curriculum. Their importance is clear and undisputed, but we believe more effort should be directed toward realistic evaluation of educational results in terms of those goals which deal with the behavioral attributes of individuals, their ability to relate effectively with others, and their capacity to continue to learn.

To be effective, an evaluation program must strengthen the efforts that are being made toward the goals desired. This also is an area of strategic importance to state department of education personnel.

Prekindergarten and Kindergarten

The general goals of education thus far discussed refer to all segments of the school, but there are specific goals of greater significance to certain age groups that need special attention. In early childhood, for instance, the positive benefits which children derive from attending prekindergartens and kindergartens have been well established through experience and research. Educators, psychologists, psychiatrists, and pediatricians as well as parents realize the importance of the early years in shaping the child's personality. By the time a child has reached the age of six his speech, health, and social adjustment, habits, and attitudes are so far advanced that the efforts of the schools are in large measure conditioned by his earlier experiences. The amount of independence and self-determination allowed most American children three or four years old makes the conventional age of six late for school entrance.

Studies show that children who live in homes with cultural limitations are faced with serious handicaps in all aspects of their life at school. Some of these limitations can be diminished if these children receive educational opportunities early.

Early childhood education is particularly beneficial for the handicapped child whose future is in large part dependent on

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the help he gets in his first few years of life. In recognition of this need, special federal, state, and local public funds are currently being made available for schools for young children with special problems. Vocational rehabilitation programs began with adults for obvious reasons of economics and self-support. Personal rehabilitation of children is equally of the same vocational importance in terms of economics, but should not be justified solely on such grounds. Special attention to the handicapped in early childhood is education at its best—the full development of human resources during the periods when such development can be most easily, permanently, and inexpensively accomplished.

The goals in early childhood education for state departments as part of their leadership role are:

1. extending equal opportunity to attend prekindergarten and kindergarten on a voluntary basis to all children three to six years of age;
2. developing and assumnig leadership for prekindergartens and kindergartens as an integral part of public elementary schools in the state school system;
3. guaranteeing at least a minimum level of education through constant evaluation of services for children;
4. assisting in development of teacher preparation programs in early childhood education and approving acceptable institutional programs leading to certification of teachers;
5. developing plans involving parental education in connection with early childhood education and in programs of adult education generally;
6. coordinating the efforts of groups in the state concerned with educational programs for young children and bringing other agencies into the planning program when their responsibilities relate to those of the state education agency;
7. including prekindergartens and kindergartens in formulas for state school support;
8. including prekindergartens and kindergartens in regular state programs of approval and accreditation of elementary education;
9. recommending any needed legislation or changes in present statutes to achieve the purposes stated above, and to maintain minimum standards for the protection of children in all public and private day care centers, prekindergartens, and kindergartens.

The state education agency has a responsibility to see that children who begin their education in a public or nonpublic prekindergarten or kindergarten have educational experiences of satisfactory quality. Procedures used by the various states to carry out this responsibility will depend in part on the extent that prekindergarten and kindergarten education is a part of the regular school program, but the state education agency should have regulatory authority adequate to protect all children regardless of the school they attend.

The essential standards for approval of prekindergartens and kindergartens should include the following categories: staff, physical facilities; equipment; space; educational program; personnel; provision for health, safety and sanitation; size of school; enrollment; teacher-pupil ratio; length of school day and year; parent education program; school records; and financing. The standards should be included in a manual or guide prepared by the state education agency. State evaluations of programs and schools should emphasize qualitative goals once quantitative minimum standards have been met.

Special Secondary School Considerations

In the secondary school a further goal is to provide youth with skills and abilities they will need after graduation from high school. For some this will require prerequisites for further formal education while for others a saleable skill may be developed in or out of school. As far as possible, general and occupational education should be merged in the individual student's total learning program according to his own competencies and goals to form a comprehensive high school program.

The extent to which the high school program should be directed primarily toward general or specialized educational goals is a question which has always been of concern to perceptive educators. It is of particular importance at this time because of the growing pressure for earlier specialization and vocational training. Acceptable answers to this situation are not easy to find. Considerations to be taken into account include at least the following: (1) the kind of a society we are building and the demands it makes on persons who are to become responsible, participating members of that society; (2) the areas in which the schools can reasonably be expected to perform successfully and the conditions essential to that success as well as those areas which are best left for other institutions; (3) the nature and maturity of high school studied. In addition to such materials, the teacher needs efficient present situation and the trends regarding employment opportunities and the qualifications a person needs for securing employment; (5) the demands of institutions of higher learning.

State Department Activities

In operating in the areas suggested above, state departments of education should utilize many types of activities, including but not limited to the following: developing and distributing meaningful publications; organizing and carrying on inservice activities such as meetings, conferences, workshops; working with state professional organizations; working with groups of teachers from individual schools or groups of schools; assisting in the evaluation of schools and school systems for approval or accreditation purposes.

In all these activities state department personnel, if they are to be successful, should have working conditions which encourage and facilitate their efforts. Such working conditions encompass a realistic degree of freedom from partisan political control; a clear and agreed upon policy regarding the department's responsibility; sufficient current materials of instruction housed in an adequately staffed professional library; a secretarial and support staff adequate for the work to be done; adequate physical facilities including office space for professional staff; freedom to operate in a truly creative and professional manner; and a fiscal situation which makes available necessary funds and assistance in using these funds intelligently.

Supporting Instructional Services

Instruction is the interaction between the pupil and the teacher that results in pupil learning. A teacher's primary responsibility is to design and conduct instructional strategies that effectively lead to pupil achievement. To fulfill this function a teacher must have the necessary insights, materials, and skills to plan, implement, and evaluate the instructional process and the results of the instruction.

A teacher should bring into the learning environment a broad range of information, ideas, and experiences. These need to be stimulated and supported by extensive instructional materials to be used meaningfully in the process of instruction. Such materials include printed documents of all kinds, audiovisual aids, models and replicas of real things, and actual specimens of items to be youth which will indicate what can be expected of them; (4) the equipment and techniques—both mechanical and electronic—for the most effective utilization of materials to achieve pupil learning. To ensure that these resources—and the skills necessary to use them in instruction—are available to the teacher, the state department of education should provide leadership in development of school library services, in utilization of media and realia, and in application of technology to problems of integrating learning materials into the instruction process.

School Library Services

One of the most useful library arrangements in elementary and secondary schools is a center for all instructional materials—books, periodicals, pamphlets, audiovisual materials, and professional materials for teachers. The school library also should be a center of information as a community resource, open all day with appropriate rules for use by classes and teachers with special projects, or by students or parents coming individually to choose books, browse, listen to recordings, view films, or consult reference materials. Many school libraries which have become such materials centers are also open for use in the evening, on Saturdays, and during the summer. For the purposes of these statements of principles and practices, "libraries" include such materials and learning centers, and "librarians" include persons in charge of libraries and staff competent to meet all the responsibilities involved in the administration of such learning centers.

The school librarian should be certified as both teacher and librarian and should function as an educator and leader in the improvement of instruction, as well as administrator of the library. Mechanical routines, such as shelving and retrieving materials, should be handled by clerical assistants. In order to select meaningful materials for the instructional programs, the school librarian should participate in departmental and other school meetings on curriculum planning, guidance, and facilities planning. School librarians and teachers should confer regularly on the selection and effective use of all types of instructional materials.

There should be a high degree of coordination within the state department on matters involving the relationship of school libraries to supervision, teacher education, certification standards, curriculum, learning materials, school plant, and research and evaluation. The department should foster the concept of the library as an integrated instructional materials center and give guidance in recommending financing and staff necessary to develop this broadened concept.

The state department of education should provide leadership and supervisory services to promote the development, operation, and effective utilization of school libraries by local school authorities, and should administer state school library services as an integral part of its instruction improvement program.

Among its several responsibilities in this area is the setting up of long-range plans for providing leadership and services for school libraries. These plans should be developed cooperatively by the chief state school officer and members of his staff, including personnel concerned with elementary, secondary, vocational, adult, and special education, along with those who work with libraries, certification, teacher education, audiovisual and new media services, school plant, and research. Representatives of professional and lay groups should participate in such long-range planning.

The state department of education should insure implementation of the plan by providing for continuous cooperation of staff members and by reviewing periodically the accomplishments and shortcomings of the program.

The department should also provide competent professional school library services as an integral part of state department services to the instructional programs of local educational agencies.

Assistance in developing programs of library education in state institutions of higher education is yet another responsibility of the state department of education. This leadership function involves establishment and maintenance of high standards for library education programs and for certifying school librarians. Since school librarians should be certified as teachers, their professional preparation is closely related to that of teachers. As teacher education standards are raised, standards for the professional preparation of school librarians should be raised accordingly. Instruction in the function and use of the school library should be included in the preservice education of administrators and teachers. Reciprocal agrements among states on requirements for the professional education of school librarians, and compacts among states of a region for the provision of mutually acceptable library education programs within the region can be useful practices in strengthening professional education of school librarians.

Also encumbent upon the state department is the interpretation of the function and significance of school libraries. The department should interpret the role of school libraries to state legislatures, state boards of education, and lay citizens as well as to school personnel. The state department should serve as a liaison among professional organizations concerned with school library service, encouraging school library and curriculum groups to hold joint conferences on materials for social studies, English, science, foreign languages, vocational education, and other subjects. Such joint programs are equally valuable for increasing understanding of the interdependence of curriculum and school library services by administrators, curriculum directors, and school librarians.

State departments should develop inservice education programs, cooperating with institutions of higher education in planning inservice workshops, institutes, and courses for school librarians in conjunction with similar programs for teachers. Such programs can develop leadership capacities in teachers and librarians that will carry over to their cooperative work in schools.

State departments should also develop cooperative relationships with public and college libraries. State departments of education and state library agencies, especially when they are legally separate organizations, should make agreements in regard to services to school libraries. These agreements are necessary for coordination of services.

Services from state, regional, county, and community libraries should supplement without supplanting services from school libraries. Such supplemental services are particularly valuable when they result in more effective coordination of library resources and school programs. The school has the primary responsibility for instruction and guidance of children and youth in the use of libraries. These programs of library instruction have the broad purposes of teaching library skills adaptable to all types of libraries and encouraging pupils to use libraries for continuing self-education. School librarians, teachers, and public librarians should cooperate in planning instructional programs in the use of libraries for educational and recreational purposes.

The responsibility for developing standards for elementary and secondary school library programs lies with the state department of education. The American Library Association standards can serve as references in the establishment of state standards for school libraries, but the state department should lead in developing them. Professional and lay organizations, institutions of higher education, local schools, and individuals concerned with school libraries should be involved in development of standards applicable to both elementary and secondary school libraries. Because they usually serve as criteria for accreditation of elementary and secondary schools, the standards should be both qualitative and quantitative in scope and relate readily to the total school program. Standards should be stated as minimum for all schools, with optimum performance encouraged and emphasized, and should be periodically reevaluated in the light of new research and trends. The state department should implement the standards through statewide administration of a plan of approval or accreditation, concurrently assisting the schools to meet and to exceed minimum requirements.

Assistance in solving administrative problems of local school libraries should be rendered by the state department. It should help local educational agencies in translating their library needs into financial requirements, which later should then be considered in relation to all phases of the educational program. The department should also provide information, leadership, and consultative services in obtaining the necessary state and local financial support. The state department should request funds for its budget sufficient for adequate staff, materials, quarters, and other operating expenses for state-level services. It should also include library personnel and materials in the state's plan of financial aid to local school units, and maintain sufficient financial support so that school libraries will be able to provide high quality services.

The state department also bears the responsibility of utilizing research findings to strengthen library services. It should collect, analyze, and disseminate appropriate information on the scope and quality of library services in schools; engage in research on school libraries relevant to the improvement of the school library program of the state; include school libraries in education research of the department wherever feasible; and cooperate with promising research projects on school libraries initiated outside the department.

Instructional Media and Realia

Instructional media include motion- and still-picture projection devices, electronic sound recording devices, radio and television, and programmed and computerized instruction materials. Some of the more common media—such as bulletin board displays, maps, pictures, posters, charts, models, and laboratory materials—are well known to teachers. While many of these media are prepared by teachers, others are usually obtained from external sources.

Realia include such things as real biological or geological specimens, actual items connected with historical events, and real mechanical or scientific devices. They differ from media, which are only representations of real things.

Use of instructional media and realia makes possible a broad multisensory approach to teaching and learning. In some situations a student may respond more effectively to one type of stimulus than another (for example, a verbal rather than a visual stimulus). With a variety of media available for use, the teacher can determine stimuli, singly or in combination, likely to be most effective for *each* student. The teacher can also select the most appropriate combinations of media to provide varied stimuli for a *group* of students. It is clear that the curriculum can be expanded and the professional capacities of teachers greatly increased through intelligent use of media and realia.

The following areas of responsibility challenge state departments of education as they develop plans and policies for extending and improving the use of learning materials.

Use of appropriate media and realia to improve instruction should be encouraged. Departmental services to local school systems should promote coordination among available media services. Qualified consultants in various media specialties, state department staff members, and representatives of local school systems should develop individualized instruction programs for pupils of various levels of ability and experience. All media and realia should be explored in developing improved methods of teaching for groups of various sizes.

The state department should make adequate provisions for media staff and facilities within the department. Staff members responsible for coordinating media service should have an understanding of the learning process and the curriculum. They should be expert in bringing media facilities within the department into active service within a framework of curriculum planning as a base for their statewide activities. Such facilities should also provide services through new media to strengthen the professional communications of the department staff. Both functions may be carried out through materials resource centers which can aid the staff in selecting and locating materials and equipment in and outside the department; receive, distribute, and facilitate the use of such materials and equipment; assist staff members in planning, producing, and utilizing new media to fit their own special needs; and serve as a facility for orienting and familiarizing the professional staff and visiting educators with new media.

Department personnel should incorporate recommendations for the use of new educational media in curriculum guides, courses of study, teacher guides for telecasts, and other similar materials developed at the state or regional level. The personnel should provide leadership in identifying curricula for which the use of new media can be advantageous, and in stimulating their use in broadening and enriching curricular offerings.

School personnel should be encouraged and assisted in the development of local and regional media services within the state. As new educational media are added to conventional teaching tools in conducting educational programs, state departments should assist local school personnel in using the media effectively. Inservice assistance should be available to both beginning and experienced teachers. The state organizational pattern for providing this assistance will vary in accordance with the special requirements of states and local districts. Some types of instructional materials and equipment need to be immediately at hand in every classroom. Others can be made available from a materials center located in the school building. Still others, somewhat more specialized, can be made available from a system-wide or regional center.

Designing buildings and facilities which permit full utilization of media is imperative. State department recommendations on the construction of new school buildings and the remodeling of existing facilities should assure that designs are based on soundly conceived uses of new media. School buildings should be designed to permit flexibility in the use of new media and should be adaptable to foreseeable future purposes. Such planning should be developed cooperatively by state and local school personnel. In order to facilitate the use of media, careful attention should be given to adequate control of classroom light, electrical outlets, acoustical treatment, and ventilation. When approving plans and specifications for school plants, state departments should consider the adequacy of provisions for media utilization in the proposed construction.

The state department of education should encourage and conduct research, and disseminate information on new educational media. The department has a vital interest in research activities concerned with instructional methods, techniques, materials, and equipment. There should be a close cooperation between personnel directly engaged in new media research and other department staff members. The principal responsibility for state departments lies in applied research, in the collection and dissemination of information on new media, and in the implementation of emerging new practices.

Applications of Technology

Printed materials, media, and realia constitute the teaching-learning aids which the teacher builds into the learning situation. In a sense, these materials are the *what* aspect of the question. The other indispensable aspect is the *how*, that is, the effective utilization of these materials in the teaching-learning interaction.

The past few years have witnessed monumental advancements in the area of technology, especially electronic and computer technology. More and more applications of these advanced capabilities are being developed for the management and organization of learning materials as they are presented to the pupil. Open and closed circuit instructional television, video tape recorders, teaching machines, dial access retrieval, simulation and gaming techniques, and a variety of modes of computer-assisted management of instruction now have workable examples in operation. While some of these techniques are still experimental or are too costly for widespread adaptation, it appears certain that further experimentation and reduced costs will soon make many feasible for broad usage. We can also expect that further research and development will bring about still more sophisticated applications of technology to assist and expand the teacher's management of the learning situation.

There are several clear implications for the leadership role of state departments of education in this emerging field of applications of technology:

1. The scope of planning and operation of sophisticated technological applications requires coordination of extensive human and material resources. The state department should conduct long-range planning for the involvement of persons with diverse specialties and for the best use of fiscal resources in the applications of such technology in the schools.
2. There should be persons on the state department staff specially assigned to keep informed of current developments and to translate them into terms which local curriculum planners can use. These staff members should arrange for demonstrations of advanced "hardware" techniques and for production and distribution of exemplary instructional materials.
3. Leadership and coordination should bring about extensive inservice development efforts to assist practicing teachers in the use of advanced techniques. The state

department should both conduct inservice activities directly and bring about (plan, coordinate, fund) inservice efforts sponsored by institutions of higher learning, regional service centers, and other appropriate and qualified agencies.

Consultative and Supervisory Assistance

The teacher works in a constantly evolving and progressing environment. Although he is already equipped with many of the skills and competencies needed for effective instruction, new areas are always developing.

The state department of education should exert every effort to insure that competent consultative and supervisory services are provided for the practicing teacher. This assistance may be supplied by the state department, intermediate districts, regional centers, local school districts, or other sources. Whatever arrangements are developed, the services should produce results such as:

1. improvement of the teacher's skills in planning for instruction, use of appropriate learning materials and their applications, and communication with teachers responsible for other aspects of the child's development;
2. development of the teacher's ability to appraise and evaluate the growth and achievement of each pupil, and to utilize that information for further planning and patterning of the learning situation to meet the needs of the individual pupil; included in this area would be development of the teacher's competence in establishing instructional objectives in terms of *pupil behavioral outcomes,* planning the learning situation accordingly, and evaluating the effectiveness of instruction in terms of those objectives;
3. continuing development of the teacher's understanding of the nature of his pupils, how they learn, strategies which he might employ to instruct them, and ways in which he can adapt these strategies to the special characteristics of individual children;
4. ability to utilize effectively the services of other specialists on the school staff (medical, psychological, sociological) and to plan and direct the work of teacher aides or assistants assigned to him;
5. planning and conduct of local inservice activities which utilize a broad range of human resources, which integrate

media and technological applications *into the inservice instruction itself*, and which provide for teachers a complete professional library of publications and materials.

Pupil Personnel Services

As a people, we emphasize appreciation of the worth and dignity of the individual and recognition of his inherent rights of self-direction and choice. In the face of many crises we have achieved great progress in making basic education available for all our people, but the conditions of our society today make it evident that we must advance more rapidly to develop the full capacities of all individuals. In recent years it has become crystal clear that critically needed personnel services must be directed to greatly increased numbers of children and youth, and on an individual basis, to develop their full potentialities.

The primary purpose of programs of pupil personnel services is to facilitate maximum development of each individual through education, with effective instruction at the core of school programs. Pupil personnel services dealt with here include guidance and counseling, school attendance services, school social work services, school psychological services, school health services, and school mental health services.

Local school practices and policies in these areas are largely the results of local-state cooperation. Responsibilities of state departments of education in working with local systems in relation to pupil personnel services encompass leadership in promotion and development of programs and consultative services to their organization, and the improvement, interpretation, evaluation, and reporting at local and state levels. The state department should bring federal and state financial resources to bear on programs of personnel services that meet local and state needs and policies.

State Planning of Pupil Personnel Services

State departments of education and other state agencies having responsibilities that directly affect pupil personnel services have a mutual interest in all such programs. This mutual concern can be reflected most effectively through thinking and working together to develop and to implement suitable plans for cooperative action. Such cooperation is needed to establish common policies for over-all programs of school personnel services, to delineate leadership and service responsibilities of the several state agencies involved, and to fix responsibility for formulation and enforcement of necessary regulations.

Joint programs at the state level should be used to stimulate similar programs locally, with each department or other state agency understanding and meeting its responsibilities fully in terms of its personnel, facilities, and other resources. State planning by education departments with the other state agencies should take full advantage of the contributions to be made by the allied professions and voluntary organizations concerned in each field of pupil personnel services.

The several pupil personnel services call for ingenious cooperative arrangements in response to leadership of state departments of education. Policies and administrative practices should be flexible enough to encourage local effort in all local educational agencies. Programs should be capable of easy modification to allow for shifts of emphasis due to changing health and social conditions, advances in science and research, and improving programs of broader scope.

It is essential to have imaginative provisions for coordination of the pupil personnel service functions at the state level. These services must exist in order to improve instruction. The person responsible for maintaining coordination should report to those most closely related to instruction in the schools. Initiative in bringing together the necessary personnel may begin in any department of government concerned. In some places informal meetings between appropriate representatives of the department will gain best results. In other locales, conditions may make it desirable to utilize a coordinating committee or jointly employed staff as a more formal way of achieving the same objectives.

Many states have found that in the field of health, interagency councils provide a simple and orderly way of bringing together representatives of the official agencies with professional societies and lay organizations whose interest in and concern with health services demand that they should share in planning. Mental health services can also be discussed and planned in guidance and counseling programs. Meeting at suitable intervals, such an interagency council can do much to coordinate the efforts of each of the groups without interference with the individual prerogatives or endeavors of any. For instance, if the functions of an interagency council relate to all aspects of community health, the council should give ample consideration to problems and practices relating to school health through a state school health committee. Like the interagency council itself, such a committee should be advisory to all agencies concerned. Both should function *only* in an advisory capacity since neither has power to make policies or administer programs. A state school health committee can stimulate coordinated action if it is itself well coordinated to deal with the needs of pupils. It can be an important factor in making the arrangements for the evaluation as well as in the conduct of the evaluation itself.

In many cases, it is difficult to maintain operation of pupil personnel services at maximum effectiveness because the several parties involved lose sight of who shall exercise initiative in each instance and how cooperative relationships can be continued. Following are some details of cooperative operation involving necessary divisions of responsibilities among agencies and individuals.

Materials

Pupil personnel service materials include administrative guides, procedural manuals and charts, suggested program content, information on available services, testing apparatus, service equipment and supplies, copies of laws, regulations and standards, and training aid for service personnel. Any of the major cooperating state agencies may initiate the development of materials. Materials for use in the schools should be distributed through the school authorities. Methods for the distribution of materials should be jointly planned.

Teamwork is essential in the preparation of materials. Those produced for use in the schools should be prepared jointly by the education and other departments, with the advice of appropriate professional groups. To illustrate, the education department should make certain that health materials are educationally sound and compatible with objectives of education, and the health department should make certain that they are scientifically accurate and comply with public health standards. The schools have the responsibility for accepting or rejecting materials produced by other agencies and for incorporating into the school curriculum those that are appropriate.

Inservice Education

School personnel services are most successful when there is unity of effort by all personnel engaged in their provision, utilizing the most modern scientific knowledge in an efficient, harmonious organization. The state department of education and the other state departments involved should develop cooperatively a systematic statewide program to accomplish these ends. Activities at the state level should aim at keeping abreast of research findings and new program developments. At the local level the chief inservice function is to coordinate the various school services in their applications to the individuals intended to benefit therefrom.

Inservice activities should include all categories of personnel. By working together each of the participating groups can come to understand the problems, skills, abilities, and limitations of the others. The inservice education program will reflect its full best value in local pupil services when there is a coordinated follow-up from the several state departments. Consultative services should also be available from all departments in response to reasonable requests from local educational and allied agencies.

Research and Special Studies

The importance of pupil personnel services has been so widely accepted and their potentialities so generally recognized that guesswork is no longer adequate as a basis for determination of policies or activities. Insofar as is possible, school personnel services policies and programs should rest on medical, educational, social, and psychological data discovered through scientific inquiry, and on careful evaluations of program results.

In planning and conducting evaluations or studies, the agencies and groups involved should agree on purposes, needs, and specific objectives. The director should have proven ability to develop and to carry out each study, and an understanding of the financial and other commitments of each group or agency. It is probable that evaluations or research related to specific aspects of the pupil personnel services will have varying degrees of recognition and concern among the several agencies and groups. Even though this be true, all groups have contributions to make and should be brought into cooperative planning prior to the beginning of the evaluation.

Guidance and Counseling

Guidance and counseling programs assist pupils in assessing and understanding their abilities, aptitudes, interests, and educational needs; increase their understanding of educational and career opportunities and requirements; and help them make the best possible use of these opportunities through the formulation and achievement of realistic personal goals. Pupil records showing participation in these programs provide information useful to school staff members, parents, and community in planning and evaluating the total educational results of the schools.

Because guidance and counseling are basic to all personnel services, coordination with other pupil personnel services and the programs of appropriate community organizations is of prime importance. The following functions suggest their broad usefulness:

1. collecting, organizing, and interpreting information appropriate to an understanding of the pupil's abilities, aptitudes, interests, and other personal characteristics related to educational career planning and to progress in achieving personal-social competencies;
2. making available to pupils, parents, and teachers information useful to them in understanding educational and career opportunities and requirements—including personal and social relationships—related to choice of and progress in an educational program or an occupational field;
3. providing individual counseling to help the pupil and parent develop mutual understanding of the pupil's personal characteristics and potentialities so that the pupil—with parental assistance—may make educational and career plans in the light of self-understanding in relation to opportunities and requirements, to stimulate and assist the pupil in carrying out these plans, and to prepare selected pupils and their parents for referral to other appropriate sources of assistance;
4. providing group guidance activities to orient pupils to educational opportunities and procedures at various grade levels, informing them about occupational and military service opportunities and requirements, and assisting them in making normal personal adjustments;
5. providing placement services to assist individual pupils in making appropriate transitions from one school or school level to another or from school to employment, and in obtaining financial aid and part-time or summer employment to continue their education;
6. providing administrators, teachers, and other professional personnel with information about individual pupils or pupil groups that is useful in planning and providing individual or group programs for pupils;
7. collecting, analyzing, and interpreting information needed to evaluate the guidance and counseling programs and provid-

ing guidance information for evaluating the school's instructional program.

State departments of education can and should do much to encourage and support effective guidance and counseling services in all schools. Through their direct and indirect systems of service to local educational agencies, they can assist local school districts in establishing, extending, evaluating, and improving guidance and counseling programs, and in coordinating these with other pupil personnel services, the instructional program, and community resources.

In addition to giving professional and financial encouragement, the state department can assist in the evaluation of current programs, report on the status and needs of guidance and counseling programs at local levels, recommend certification requirements for counselors, assist institutions of higher education to develop and improve programs of counselor preparation and preservice education of teachers for their role in guidance and counseling, provide for inservice education for administrators and guidance personnel, and assist local school districts in planning inservice education in guidance for school staff members.

The state department also has responsibilities to establish and maintain relationships with agencies and organizations whose programs relate to guidance and counseling; to prepare and distribute guidance and counseling resource publications and materials; and to collect, report, and disseminate information on good guidance and counseling practices and procedures.

School Health Services

Education and health are so often interdependent in the life of an individual that they call for consideration together in schools. There are important subjects in school about health, but school health services should go beyond teaching. They should make certain that health knowledge is applied in the lives of pupils.

The state department should provide leadership to maintain quality school health programs for all children, including those with handicaps of any kind. It should cooperate with all state and local agencies that can contribute in developing, financing, staffing, and maintaining effective operating principles for school health programs. Its goals should include suitable standards for health appraisal, screening, health examination, and supporting health records in each school.

Appraisal

Teachers should observe the total growth and development of the child as well as his academic achievement, always alert to changes in behavior or appearance that may indicate health needs. The teachers' role is to detect such signs and to follow through with proper referrals, but not to make a medical diagnosis.

Detection of deviations from normal appearance and behavior can become as automatic as the detection of an error in spelling or pronunciation. Skillful observation requires some technical knowledge, so teachers should be helped through inservice instruction to become skilled observers. Local and state health departments should participate in the inservice program by providing authoritative information and appropriate personnel to offer instruction. Teacher education institutions should include such training in the preparation of prospective teachers.

Good health observation by teachers is also the result of a climate in the schools that emphasizes its importance. When health problems exist, thoroughly understood and easy-to-use channels should be open to the teacher through which pupils may be referred to their families for appropriate follow-up.

The school administrator has an obligation to provide for recording of significant health observations and the making of effective referrals. The health authority has responsibility to arrange for the checking of observations and for facilitating referrals. Local health and education departments should work out suitable procedures together.

Screening

Screening devices, such as weighing and measuring and tests for vision and hearing, are procedures used by teachers, nurses, or technicians to single out those children who may need further attention by medical or dental personnel. Screening tests supplement and reinforce health observations by teachers. Because certain phases of a child's health may change rapidly and interfere with school progress, screening tests are essential supplements to less frequent periodic medical examination.

Education departments have a special responsibility to provide favorable opportunities for inservice education of personnel in respect to screening tests. Health and education departments share the obligations to develop effective referral procedures for follow-through on findings of such tests.

Examinations

While continuing teacher observation of the child and screening tests are of vital importance, it is essential that each pupil's health status be reviewed periodically by medical and dental examination. This should include careful consideration of the health history of the child and his family. Such an examination is not primarily diagnostic in nature; rather it is a screening type of examination which serves to single out those children with conditions demanding further medical or dental investigation.

The frequency and extent of health examinations for school children should be decided after consultation among educational authorities, public health officials, and representatives of the health professions. These decisions should be based on careful consideration of medical and dental resources available in the community and the best use of these resources in meeting health needs. Arrangements should be made through the same kind of consultation to assure prompt examination of children referred as a result of screening tests or health observations of teachers.

Special priority should be given to health examinations before school entrance, upon referral of teacher or nurse, upon transfer of a pupil without medical or dental records, and for pupils engaging in strenuous sports. At a minimum, examinations should be given at approximately the following intervals: just before school entrance, in the intermediate grades, at the beginning of adolescence, and before leaving high school. In some places local conditions may necessitate that health examinations be conducted at more frequent intervals. Whenever possible, the personal physician and dentist should make the entrance, referral, and periodic examinations.

Arrangements should be made through appropriate community resources for examination of children who are not examined by their personal physician or dentist. Such arrangements should again be made by school and health authorities working together, in consultation with representatives of the medical and dental professions and other community groups that may have resources to facilitate examinations. These should be regarded as priority services for children who are handicapped or culturally and educationally disadvantaged.

Both education and health departments should make available to the examining physician and dentist any records or observations that may assist them at the time of examination. The physician and dentist who examine children of school age have responsibility for providing the school with information that will aid its personnel in making suitable adjustments to any health problems a child may have.

Adequate orientation of pupils and parents is requisite to a successful health examination program. This involves a careful explanation of the purposes and scope of health examinations appropriate to the maturity level of the children, youth, or adults concerned. The school has the responsibility for interpreting the importance of health examinations in relation to educational growth and development, while the health department should emphasize the meaning of the examinations for health and personal well-being.

Records

A cumulative and uniform health record should be maintained for each pupil. It should contain pertinent data significant to the school whether made in the school or elsewhere, and should be filed with the child's cumulative school record. It should be accessible for appropriate use by teachers and by health service and guidance personnel. The time to start the school health record is when the child first enters school; this record should include as much of his previous medical history as may be relevant. Responsibility for obtaining data from preschool health records and establishing the initial health history rests on the education authorities. Notations on the record are made by teachers, nurses, and physicians. Health observations and screening tests should be recorded periodically. Both education and health departments should make their personnel responsible for keeping cumulative school and health records up to date.

The information contained in these records should be considered confidential and treated in a thoroughly professional manner when used by the teacher, physician, dentist, nurse, or administrator. When a pupil transfers from one school to another, his health record, along with his other school records, should be forwarded to the receiving school. The health records should be kept at least until after the student's twenty-second birthday.

School authorities, health department officials, and representatives of professional groups should agree upon the content of the records, their use, and to whom they are to be accessible.

Control of Communicable Diseases

Where state law requires immunization or other preventive measures prior to school entrance, compliance is a joint responsibility of parents and school and health authorities. Both state and local education and health departments should discourage parents from postponing immunization until school entrance makes it mandatory.

There should be no legislative or administrative requirements which place a premium on school attendance of children who are ill. Financial accounting procedures which utilize average daily membership rather than average daily attendance are recommended.

No matter how watchful and conscientious the parent, some children reach school with the beginnings of a communicable disease, or develop them during the day. It is therefore essential that the teacher be constantly on the alert for any signs of communicable disease.

Public health officials should make communicable disease regulations available in appropriate forms to all teachers. State and local education and health authorities should see that regulations are kept current, understood, and carefully observed.

Methods of reporting communicable disease suspects by the school to the local health unit and to the home should be established by planning and consultation with health authorities.

The health department should establish standards for exclusion from school and readmission in the case of communicable disease, in accord with principles of control applicable to each age group involved. The state education department can assist greatly in securing compliance with these provisions through its avenues of leadership and assistance to local school authorities. Seldom if ever should it become necessary for the health authorities to use coercive legal procedures to enforce isolation or quarantine.

School Mental Health Services

The schools of the nation have a responsibility to assist every young person to develop his potential to the fullest and to prepare for effective citizenship in a free society through the educational process. The school's objectives will not be fully attained until mental health requirements of children and youth are met. The school years are important for the individual and his family in strengthening personality and preventing or ameliorating mental disorders.

Mental health practices and procedures should be an integral part of current educational programs. The school should examine in depth its internal policies, communications, and personnel practices and their impact on the mental health aspects of the educational program. Because the schools influence mental health either adversely or constructively, it is urgent that they define their role in bringing mental health concepts and services into the educational program. The universality of the school experience, its duration, and its importance to children and youth demand that the mental health implications of the educative process should be examined with the utmost care.

The role of the teacher is strategic. It is he who is most frequently interacting with the pupil, and the quality of these interpersonal relations can have a staggering impact on the pupil's mental health—for good or for ill. The relationship which the teacher establishes with the individual and the group should be characterized by empathy, respect, and concern.

Teachers should obtain both at the preservice and inservice levels significant and sustained training in principles of human growth, development, adjustment, and learning as they apply to individual differences in children and youth. They should understand in depth the body of scientific data and concepts from the behavioral sciences in arriving at judgements about the pupils they serve. Motivation for learning should be based on pupils' spontaneous interests.

The school administrator should be sensitive to the mental health needs of the school population. His role calls for vigorous leadership in establishing and maintaining a comprehensive and *effective* school mental health program which affords, within the limitations of the school system, each pupil the assistance he needs in developing sound mental health.

Planning

Responsibilities of state departments of education for school mental health services parallel those for physical health. There should be similar state planning with the state health and mental health agencies in preparation and dissemination of information about mental health. These agencies should work individually and in cooperation with each other in supplying consultative services for schools, in cooperative preservice and inservice education of personnel concerned with school mental health, in research and development on mental health, and in specific arrangements made to carry out mental health programs in all schools within the state.

Several state administrative agencies have responsibilities in planning, executing, and evaluating programs that are concerned with improving and strengthening mental health services in school. The agencies primarily involved are the state education agency, the state health agency, and—in those instances where mental health functions are administered apart from the state health agency—the state mental health agency. Mutual planning is essential to the attainment of any state goals or objectives that must be pursued or reached by the combined efforts of two or more administrative agencies.

Professional cooperation is obviously essential if each department is to understand fully its responsibilities and make the maximum contribution possible in terms of its personnel, facilities, and other resources.

Cooperation at the state level usually stimulates cooperation at the local level. Since the state education, health, and mental health departments commonly exercise certain supervisory and regulatory powers over their local counterparts, cooperation at both state and local levels is of vital concern in insuring sound and effective statewide programs of school mental health services.

Intragovernmental administrative planning for school mental health services at the state level is particularly essential to the extension of such services into all local communities. Administrative rules and policies governing school mental health services should be flexible enough to encourage local initiative, yet specific enough to require at least minimum mental health services for all children and youth. Cooperative arrangements should make it possible to enact or modify administrative rules and policies of all departments quickly when such action is necessary to meet changing conditions and problems or to introduce new practices and procedures arising from scientific advances.

Preparation and Dissemination of Information

School mental health materials may include administrative handbooks; procedural manuals and charts; curriculum guides; information circulars on available services, testing materials, service equipment, and supplies; copies of pertinent legislation and applicable administrative rules and regulations; training aids for school personnel; and incidental pamphlets and brochures. Such materials should be developed jointly by state departments of education, health, and mental health with the advice of appropriate professional groups. The department of education should make certain that mental health materials prepared for use in schools are educationally sound for the purposes for which they are intended. The departments of health and mental health should make certain that these materials are scientifically accurate and clearly reflect the policies that guide their operations.

Local school officials should have the ultimate responsibility for selecting the mental health materials to be used in the schools under their operational control. State departments developing such materials should obtain the advice of local school personnel, particularly teachers, curriculum consultants, and educational media specialists. Distribution of these materials to local education agencies is a responsibility of the state department of education.

Consultative Services for Schools

State departments of education, health, and mental health should jointly develop policy guides that identify the kinds of consultative services each should provide for school mental health services and establish procedures for interagency cooperation in those instances where consultants are needed from more than one department. State consultative services should strengthen, not replace, local supervision of school mental health services.

Education of Mental Health Personnel

The state departments of education, health, and mental health should work closely and cooperatively with institutions of higher education that provide the formal part of the preservice education for persons who will be involved in school mental health.

A program of inservice education in school mental health should be available to staff members of state and local education, health, and mental health departments.

Research and Development

The state departments of education, health, and mental health should individually and collectively conduct research and promote developmental activities in school mental health. Research and development help to provide foundations for the formulation of policy and the establishment of standards for mental health services. These activities should be coordinated under cooperative arrangements to eliminate duplication of effort and to provide effective channels for the exchange and dissemination of ideas.

School Psychological Services

School psychological services are discussed here with particular reference to the educational progress of pupils. These services supplement the school's reservoir of information identifying the individuality of each child, his needs, capacities, achievements, interests, and potentialities. One principal role is to study individual children experiencing acute problems of educational development in order to furnish diagnostic information and to suggest remedial programs concerning the psychological aspects of these problems. Another important function is to assist the school's staff in developing insights into the psychological needs of pupils in connection with their learning efficiency and optimum personal development.

School psychological services should include efficient referral procedures for cases requiring the diagnostic or therapeutic services of specialists, including information useful for further diagnosis and recommended programs believed to be promising. Consultation with staff members in the development of curriculum adaptations and classroom practice for pupils with special needs is important. The services should assist in interpreting to teachers and parents psychological data concerning individual children and their progress in learning.

Responsibilities of state departments of education to encourage and assist local schools in making available appropriate programs of psychological services involve the following:

1. recommending or establishing appropriate certification standards for school psychologists;
2. assisting local schools to make effective use of school psychological services by interpretation of the functions of psychologists' work in schools and their role as members of pupil personnel teams; implementation and planning of working relationships between school psychologists, other pupil personnel workers, teachers, administrators, parents, and appropriate public and private community agencies; and dissemination and use of criteria for evaluating the effectiveness of school psychologists' services;
3. establishing good relationships between psychological services at the state level and related state agencies and organizations;
4. assisting institutions of higher education in the development and improvement of programs for the preparation of school psychologists;

5. developing studies of local school programs of psychological services and personnel to ascertain effective practices, trends, and developments;
6. disseminating information concerning workshops, inservice training activities, conferences, and employment opportunities for school psychologists;
7. maintaining effective liaison between the state department and organized school board and administrator groups within the state for the purpose of interpreting needs, aims, functions, and developments in psychological services.

School Attendance Services

The primary purpose of attendance services is to insure appropriate learning opportunities to all school-age children who should be in school and to prevent dropouts. A second purpose is to insure that all school-age children who are unable to participate in regular school programs because of mental, physical, or emotional handicaps are properly exempted and that they participate in educational programs appropriate to their needs.

There should be attendance personnel at local levels qualified to perform the professional services necessary to achieve these purposes. Their responsibilities can be summarized as broad leadership in a program to promote positive pupil and parent attitudes toward regular school attendance, with prompt professional action on problems of nonattendance. Such action involves a casework approach to the pupil's problems; parent contacts; cooperation with teachers, pupil personnel workers, and appropriate community agencies; and provision of special programs tailored to meet the needs of the pupil. Assistance should be provided to teachers for early identification of patterns of nonattendance indicative of inadequate pupil adjustment. There should be constructive use of authority in enforcing the school attendance laws of the state.

Local and state responsibilities for enforcement of attendance should be combined with positive programs of assistance affecting all children in ways that subordinate enforcement to service. The department should give assistance to local school authorities in providing appropriate educational opportunities for pupils exempted from regular school attendance, and in devising ways and means in which attendance personnel may work cooperatively with other personnel within the school system and with community agencies to improve school attendance. The education department should provide assistance to local school authorities in the development of adequate attendance services and systematic child accounting procedures. It should also assist local attendance personnel in developing a professional approach to the prevention of nonattendance and to problems involving chronic absenteeism.

Local programs of child-accounting, school census, and issuance of employment certificates and registers of attendance should involve reports to the state department of education. The state department is the logical agency to prepare and distribute attendance and child-accounting publications and materials for the use of schools and the public in the enlightened treatment of attendance problems. It can make known to all groups and agencies the essential laws, regulations, and procedures relating to school attendance and child labor. It can recommend professional standards for the preparation of attendance personnel and assistance to institutions of higher learning in the development of suitable courses and sequences.

School Social Work Services

School social work is a specialized form of social work focusing on pupils with problems of a social-emotional nature or origin which interfere with their normal progress in school. One of the school social worker's unique contributions is his skill in the use of the social casework method. Another is his extensive knowledge and use of the various social institutions and agencies. He contributes to the study and solution of pupil problems through facility in the use of school and community resources, through an understanding of human growth and behavior, and through an ability to share his professional competencies with others in the school.

School social work services include casework services with pupils to correct certain personal, social, and/or emotional maladjustments, and with parents as an integral part of the task of helping pupils. This increases understanding, constructive participation, and use of appropriate resources by parents. Case consultation and collaboration with other school personnel and community agencies in collecting and using information on a case is important, especially to plan for respective roles in modifying the pupil's behavior.

Responsibilities of state departments of education in relation to programs of school social work include:

1. provision for state level personnel competent to provide leadership and administrative and planning services in the area of school social work;
2. interpretation of school social work functions, as an integral part of the pupil personnel services and the total educational program, to school authorities and the public;
3. assistance to school systems in planning and implementing effective working relationships between school social workers, other pupil personnel workers, other school staff members, parents, and appropriate public and private community agencies;
4. initiation of studies of local school social work programs and personnel, including use of state criteria for evaluating such programs;
5. recommendation of qualifications for school social workers, cooperation in the preparation of certification standards, and assistance to institutions of higher education in programs for the preparation of school social workers;
6. provision of programs of information and inservice education for school social workers and maintenance of effective working relationships with school social work organizations;
7. provision of cooperative working relationships between state department school social work personnel and state agencies and organizations conducting programs related to the work of the school social worker.

Services to Handicapped Children

Community services for children with physical, mental, and emotional handicaps—this third category far outstripping the others in incidence—have multiplied rapidly in recent years. Joint planning and cooperative relationships between health, education, and other appropriate authorities facilitate the establishment and operation of adequate programs for handicapped children. The school social worker should have an important role.

Case-finding programs to identify children in need of special health or educational services may be initiated and conducted either in schools or in the community. The preschool census is a fruitful source of information for locating handicapped children who have not been identified previously. School screening and appraisal programs likewise uncover cases needing special attention.

In diagnosis, treatment, and rehabilitation of children with handicapping conditions, it is the joint responsibility of private medicine, dentistry, and the allied health professions to join with public agencies in assisting the child and his family. Health departments and other human resource agencies should be actively involved in development of programs and provisions of services for this group. Assistance from the state vocational rehabilitation agency or its local office should be obtained for handicapped youngsters in secondary schools; at the very least, each moderately or severely disabled teen-aged student should be provided the opportunity to talk—in person—with a rehabilitation counselor from that agency. The more severe the youngster's condition, the more imperative that he be put in touch with a rehabilitation counselor—and at an early point in his secondary school experience.

Children with handicaps should be absorbed into the regular school program insofar as the child can profit from experiences in a regular school situation and will not require excessive individual attention from the classroom teacher. Special auxiliary services such as lip-reading or speech instruction may be necessary on a concurrent basis. Recommendations relative to the health safeguards and adjustments necessary for certain children should be made by medical authorities. The health department can often assist the school in obtaining such advice.

Severely handicapped children who cannot be absorbed into the regular school classroom but who can profit from educational experiences should be assigned to special classes or special schools where possible. Homebound pupils and other citizens should have learning opportunities provided by teachers from these special classes or schools. The school is responsible for operating these educational services. Health departments may assist by providing advice, consultation, and health supervision from resource personnel and by mobilizing other community resources to aid the program. Special health rehabilitation services should be made available to children, according to their needs, wherever they are.

State departments of education should reassess all local, state, and federal resources available to educate each handicapped child. It should assume leadership to bring about coordination in their priority area of educational challenge, including plans to broaden the application of rehabilitation resources to handicapped children.

CHAPTER IV

Administrative Programs and Services

District Organization and Reorganization 89

School Plant Services 91
State Responsibilities 92

Pupil Transportation Services 95
Local and State Responsibilities 97

School Food Services 99

Finance, Business Management, and Fiscal Accounting 101
Evaluating State Financial Structure 101
Planning State Financial Support 102
Allocating Funds 103
Advisory and Consultative Services 104
Uniformity in Accounting Among Local Educational Agencies 105
State Financial Research Responsibilities 106

Disaster Planning 107

Legislative and Legal Services 108

Operational Research and Experimentation 109

Educational Public Relations 110
Role of the Chief State School Officer 110
Information Systems and Services 112
Division of Public Relations 112

Administrative Programs and Services

Wise and vigorous educational leadership implemented by sound administrative practices should characterize the state education agency. Without these qualities, its programs for promoting similar qualities of leadership and administration in local education agencies will be handicapped. Both precept and example are important when the state department seeks to provide leadership and service to local superintendents and boards of education in such areas as those discussed in this chapter.

The regulatory function is not to be unduly minimized, but leadership and service functions are emphasized in recognition of the fact that each local administrative agency has its own policy board and administrative officer. In addition to discharging its regulatory duties, the state agency may serve in essentially a staff or consultant relationship in areas such as district organization and reorganization; school plant services; pupil transportation services; school food services; finance, business management, and fiscal accounting; disaster planning; legislative and legal services; administrative research and experimentation; and educational public relations services.

District Organization and Reorganization

Patterns of local organization of school districts have usually developed out of geographic, social, economic, and educational conditions existing in each community and in the state or territory when they were organized. Once operating, the early districts served the frontier needs well, but they soon developed traditions and vested personal community interests that often made needed reorganization difficult long after the need for it had become obvious. The rationale for opposing such reorganization minimized the need and professed fears of increased taxes. It also idealized memories of the "little red school house," and expressed skepticism that the larger and more distant school would benefit either the education or the morals of the pupils.

On the other hand, the changing conditions of society gradually convinced a majority of parents that their children would fare better in larger schools with better services, expanded curriculums, economy of operation, improved plant facilities, better systems of pupil transportation, and more adequate and equitable taxing units for education. All these goals have been at least partly achieved, except that the greatly improved offerings of the large modern schools usually have proved to be somewhat more rather than less expensive in terms of the total tax funds required.

State departments of education have been involved, and have often been leaders in school district reorganization, both within limited areas and on a statewide basis. As reorganization lagged in the less populous areas, permissive state legislation that had left reorganization optional for local districts was often amended by statewide legislation to restrict the local options and to stimulate reorganization needed to increase educational opportunities. At intervals of several years or decades, some states have enacted constitutional or statutory revisions and have effected several successive reorganizations of local districts into ever larger districts and attendance units.

Leadership to achieve generally effective organization of local districts is a continuing responsibility of state education departments seeking improved scope and quality of education. State departments should suggest suitable legislation, conduct educational surveys, and propose additional state financial support for school facilities and pupil transportation to encourage desirable local district reorganization programs.

In working with local educational agencies on reorganization, state departments of education should base their advice and assistance on plans for better education of broader scope upon studies of demographic and other relevant factors. They should seek the utmost local cooperation through pointing out the probable benefits in program, housing, and financial aid. A forced mandate for action imposed upon large numbers of citizens who are unprepared for substantive change may cause confusion and hard feelings sufficient to damage support for the school system —and thus fail to gain some of the major benefits of reorganization. In such circumstances, patience and more diligent work to convince a larger majority may be advisable to obtain better public understanding of the improved programs and administration to be gained from reorganization.

Reorganization of metropolitan areas to meet current and future needs should include reorganization of schools. The movement of residents of Negro and Spanish-surname background into the big cities requires new arrangements for education. New patterns should be considered, such as decentralization of city school governments, construction of larger school plants in new locations, and special arrangements with adjacent school districts.

School Plant Services

School plant services and assistance should be available from the state education department to all public schools within the state, but the problems of small local schools in areas of declining school population have become less urgent than those of educationally ineffective and physically antiquated city school plants. Especially in the large cities, increasing assistance must come from the state level to solve the educational and other problems created by the influx of poorly educated and otherwise disadvantaged urban residents.

School construction may become vitally important, in both urban and rural communities, to improve educational offerings so that each child or youth will be educated according to his needs and potentialities. New construction is also needed to reduce racial and other social tensions in schools by providing comfortable living room inside the school plant and in nearby recreation areas. Proposals involving educational parks raise new problems in which extensive state participation seems essential.

Solutions to these problems call for school plant services and financing from the states, whether directly from the state education agency or indirectly through cooperating supplementary services centers within the state.

The need for some state direction of the public school plant field was recognized many years ago. Controls or directions were first established by specific laws covering certain features of school buildings. The states soon found that such specific laws lacked flexibility and completeness; consequently, most state educational agencies were authorized to make and administer essential regulations for school plant planning, construction, and management. Such state activities are now usually expressed in terms of state regulations supplemented by guidelines and consultative services and assistance, rather than through specific legislative directives. Current conditions call for more direct action through statewide programs of construction inaugurated after studies of local administrative organization and attendance facilities by state departments of education, under specific state legislative mandates or general authority.

State Responsibilities

States are basically responsible for assuring acceptable housing and protection for all children enrolled in public schools. Delegations of authority for school construction to local educational agencies do not relieve the state of its responsibility for school housing. State departments of education should be fully authorized, organized, and staffed to provide school plant services as needs for them are recognized and defined.

School facilities are educational tools. Each facility should be properly planned, constructed, and equipped to provide the school and community services desired. Educational planning for school plants should be done by local school officials within a general framework of state policy. It naturally follows that the state should provide both regulatory and leadership school plant services for local school districts, and that it should engage in and promote experimentation and innovation in all aspects of activities to improve educational facilities.

The state department should establish safety standards and regulations when necessary, and provide leadership and assistance to insure observance of all state building code and other requirements. It should conduct and cooperate in studies and research, and provide information and assistance necessary for the effective organization and operation of state school plant service programs. State departments of education should also have appropriate authority and resources to enforce minimum requirements for health and safety in school plants of private schools.

Whenever special state agencies possess authority to develop and establish regulations affecting school buildings, there should be an official agreement that sets forth the specific responsibilities of each of these other agencies and the responsibilities of the state department of education. Activities of the other agencies should be coordinated through an appropriate school plant service unit in the state department of education to eliminate gaps in educational services, to prevent overemphasis on particular fields, and to harmonize advice or authoritative directives from different sources.

Services in the school plant field are so broad that they are related to many other areas of responsibility in state departments of education, making a high degree of coordination within departments essential in dealing with school plant programs. The organization within a department should be such that relevant advice and assistance from other sections may be channeled through personnel who have been delegated responsibilities in the school plant field.

State departments of education should perform regulatory and leadership functions in school plant planning on both state and local levels. They should provide liaison services between educational planners and personnel concerned with building technology, utilizing department personnel competently and fully authorized to provide advice and leadership in educational planning, structural design, and school plant management.

State departments of education should be responsible for special statewide surveys of school housing, and should provide leadership in long-range state planning. They should also advise and assist local school officials on local school plant surveys. All these activities should reinforce planning for long-range state school building programs, including those in intermediate administrative units and supplementary centers for services to local educational agencies. These should be projected on the basis of anticipated pupil population trends and programs needs. They should include consideration of such factors as the school district administrative patterns and reorganization plans, trends in instructional methods, industrial and economic development, population mobility, improvements in state services to local educational agencies, and financing possibilities for new construction.

The state education department should provide consultative services and assistance in various areas of local school plant administration such as capital outlay financing; construction cost information; construction contractual services; building costs by types of construction and materials; economies effected by new designs, procedures, or material uses; and general advice and assistance on financing plans, bonding procedures, and tax levies. The department can also advise on methods of selecting an architect, the type of contract that should be used in employing the architect, the terms of the contract, and the architectural services that should be expected.

State departments of education should aid local school districts in functional planning for new school plants designed to implement present and future educational programs. State consultants should assist the local staff and school officials in communicating to designers essential information on school activity patterns, educational services, and the regular and special facilities needed to house educational programs. The consultants should also advise local personnel on the need for and the preparation of educational specifications for school buildings, and on the translation of program needs into educational specifications setting forth the various space, facility, and service needs.

State departments of education should issue school plant planning guides for the use of local school administrators, architects, and engineers as often as conditions require. These guides should promote conformity with all laws, codes, rules, and regulations applicable to school building construction. It is desirable to issue, separately or along with the guides, specific information on laws and department regulations relating to school plant construction and management.

Before being released for bids, working drawings and specifications for all new public school buildings or additions and for major remodeling should be approved by state departments of education. Approval of final working drawings and specifications should be facilitated by close coordination among the designers, local school officials, and state department personnel during each major step in the development of the plans. Such coordination can be facilitated by requiring that preliminary plans be presented to the state departments for comments and suggestions. These requirements should be interpreted liberally to maintain high educational and other standards for construction where lower than minimum standards may be possible, and to encourage and support experimental and innovative projects seriously planned as such.

Approval of preliminary plans by state departments of education should be specific and in writing, indicating the extent of approval as applied to the working drawings and specifications. State-local conferences on differences should be encouraged. The department should withhold final approvals until drawings and specifications are complete, and should also be in a position to advise on all proposed major change orders during construction.

State departments of education should assist local officials in obtaining and maintaining adequate and safe school housing facilities and in protecting property investments of local educational agencies. Since school facilities should be designed to implement the learning process, changing instruction programs may create demands for such different facilities that many school buildings may become obsolete educationally before the structure has deteriorated. Where increasing enrollments and fund limitations force school boards to utilize outmoded facilities, the state department has a responsibility to provide evaluative criteria and to assist local boards in planning essential programs of rehabilitation, remodeling, and modernization.

State departments of education should be concerned with school plant management problems and procedures. They should provide leadership and consultative services in such areas as school plant maintenance, including maintenance staffing; property protection, including insurance of public school property; custodial services, including training programs for custodial staff; and safety programs, including school plant safety construction and operating practices. The department should assist in securing the cooperation of other public and private agencies with special interests in these areas. Persons qualified to provide technical leadership in each area should be engaged in the development, initiation, and operation of inservice training programs for state and local personnel concerned in all significant areas of school plant management.

Pupil Transportation Services

Transportation of pupils to schools is an outgrowth of rapid changes in education and technology. The scope and complexity of education requires large schools and extensive programs that are made possible by transporting pupils considerable distances from their homes. As automobiles and other vehicles have filled streets and highways, pupils have also become safer in buses than walking or riding bicycles to school. Distance from school is no longer the only criterion for pupil transportation, and the emphasis upon safety has often shortened the distance from home to school necessary to qualify pupils for bus service.

Pupil transportation is now almost universally regarded as an integral part of the school system, providing equalization of educational opportunity and more adequate educational programs. It is a service closely related to the education of the child in more ways than merely bringing him to a central school. The time that pupils spend on the bus may be used to develop habits of safety and to improve group attitudes and social relationships. With satisfactory school bus surroundings and a well qualified bus driver who has an understanding of the needs of children and of the goals of the administration and teaching staff, the same kind of conduct and social attitudes that prevail in the school can be carried over and strengthened while the child is a passenger on a school bus.

The availability of transportation also has brought opportunities for education to children previously denied these opportunities because of physical handicaps or mental retardation. Many of these children are now transported to school on regular school buses, while others are provided special transportation to appropriate attendance centers. Transportation service has improved school attendance of both elementary and secondary pupils.

Pupil transportation activities of state departments of education include three major types of legal authorizations. One is the specific statutory mandate, such as to set standards for school buses or to approve all school bus routes in the state. A second type is specific authority to allocate funds for approved transportation programs, with varying degrees of discretionary authority that may be exercised. A third type of legal authorization is general in nature but may be applied to transportation, such as general authority to make rules and regulations necessary for the operation of the public schools, or to provide for the safety and health of the pupils.

The categories of authority are not mutually exclusive, and a state department of education may operate under one, two, or all three. There is a growing trend toward authorizing state boards of education to cover different phases of the educational program by rules and regulations which they find necessary or desirable to aid in carrying out the provisions of the school laws.

Several interrelated objectives have gradually emerged in the organization and administration of pupil transportation: safety, economy, adequacy, efficiency, and increased educational opportunities. For instance, the degree of safety that is desired can have an effect upon the objective of providing transportation at lowest cost. These objectives will be stated without further emphasis on the need to keep in mind these interrelationships.

The primary general objective is to improve learning opportunities for pupils. Transportation leads to larger school attendance units, much broader learning opportunities under the more competent teachers who are attracted to such schools, a lessening of social tensions within the school, and in general a superior environment for learning.

Within the transportation system itself, a major objective is to make transportation safe for pupils. This has been achieved admirably in most states through uniform state legislation or state regulations on school bus construction and operation, based on standards first developed in national meetings of state and local administrators in 1939 and periodically revised. Standards for training of drivers have improved less uniformly.

It is important to provide pupil transportation at prudent cost, with a proper balance between safety and economy. Requiring buses of exceptionally heavy construction and employing only the most highly qualified persons as bus drivers contribute to maximum safety, but the exceptional costs should be justified in terms of additional safety that these requirements achieve in relation to other school needs. Studies in some states indicate that well trained and supervised student bus drivers have better safety records than adult bus drivers who are under less supervision and are assumed to understand safe driving.

Cost is likewise affected by such conditions as sparsity of population, topography, and natural barriers. Economy is a valid consideration in establishing training programs for bus drivers, in setting up maintenance programs, and in planning other elements of the transportation program. Factors such as carefully developed routes and a well supervised maintenance program promote safety, more adequate service, and economy.

Local and State Responsibilities

Responsibility for pupil transportation should be shared between local educational agencies and state departments of education, in cooperation with other local and state agencies. The degree of responsibility which should be assumed by state departments of education depends on what is necessary and desirable to protect all pupils being transported, guarantee a suitable quality of service and insure prudent and legal use of funds by local educational agencies.

The state education department should require state approval of transportation budgets and certain large purchases of transportation equipment by local districts. Local transportation accounts should be audited by the state department of education or by an auditor approved by the department as a part of regular audits of local educational operations. These activities, and others similar in nature, should be part of the normal administrative relationships between local and state education agencies.

State departments should collect certain types of information from all local pupil transportation programs to the extent necessary to discover and analyze problems, promote efficiency, and provide a historical record for the total transportation program. Much of this information may be collected in the regular periodic reports. Some should be collected by means of special studies planned to solve pressing problems or to improve some aspect of the program. These activities also should be an essential part of normal state-local relationships.

There are some pupil transportation activities which none or few of the local units can afford or justify in terms of their own needs, but which should be performed at the state level in light of the collective need of all local units. For example, a state department could justify using staff time for the careful development of good materials for training school bus drivers. Another example would be the conducting of periodic state clinics to insure uniform and safe operating procedures for bus drivers.

Some pupil transportation activities require competencies not likely to be available in many of the smaller local units. For example, some local administrators lack the broad experience and knowledge required to build and equip a school bus garage, or to write specifications for a school bus needed to perform an unusual or unique type of service, or to develop training courses for bus drivers. In these and similar instances, local school agencies should look to the state department for assistance.

The state department should recommend criteria and procedures for the use of school buses in furthering the instructional program. These criteria and procedures will be of maximum soundness if they have grown out of local experience, but the state department should furnish the initiative and persistence normally required for establishing statewide attention to these matters.

State departments should provide advice and counsel to local school officials concerning the interpretation and meaning of the school laws and the rules and regulations of administrative agencies. They should also provide appeal agencies to (1) decide whether or not local boards of education have exceeded their legal authority in providing or in refusing to provide transportation to pupils and to (2) exercise discretionary administrative powers of a quasi-judicial nature in such cases. This could expedite decisions that are immediately important to serve pupils and prevent court cases over relatively minor matters.

Studies are needed of the transportation program on a statewide basis, with attention to the lessons learned in similar programs in other states. This function cannot be fully discharged at the local level. State departments should accept the responsibility for conducting such research and for disseminating its findings.

Some aspects of the transportation program must be carried on at the state level as normal activities of the state department of education. Allocation of state funds for pupil transportation to local agencies is one such example of a normal administrative relationship between the local educational agencies and the state department.

It is not assumed that all state departments of education will provide all of the pupil transportation services referred to above to each local educational agency. Some local agencies will need more and others less. It is also impossible to list all activities that all state departments should provide because conditions vary so much from state to state. What may be considered a desirable activity in one state may be unnecessary or impracticable in another. For instance, some states have local units so small that each operates only one or two buses. In other states, or even elsewhere in the same state, large counties or cities operate fleets of hundreds of school buses. Considering the numerous and varying transportation programs operated by local administrative units, and differences in the degree in which large, medium, and small programs are found within a state, each state department should provide its own full range of programs of state assistance to fit the needs of the entire state.

Although it is desirable to preserve a high degree of local autonomy in operation and administration of the schools, this principle is clearly less applicable to buses than to curriculum. It is generally agreed that the state should insure reasonably safe school buses and efficient and economical services. Whenever the state issues a new standard or regulation to insure these, local autonomy is reduced to some degree. State regulations should be based upon clear needs for increased safety of children or fundamental improvements in pupil transportation programs. Service and assistance, rather than enforcement, should be emphasized in pupil transportation as in other aspects of state-local relationships in education.

School Food Services

The role of schools in promoting good health has been universally accepted as one of the cardinal principles of education. School lunch and other school food programs help supply nutritional needs for millions of children. They also serve educational purposes in teaching about proper nutrition and health. As public concern about disadvantaged children has increased, food services in schools have assumed much responsibility for promoting the personal health and welfare that all children need to live and learn effectively. This should include provisions for free meals whenever pupils would otherwise go hungry.

School food programs are important both as pupil personnel services and as administrative services to schools. They are dealt with here in the administrative context because they have been supplementing the academic programs of schools through remarkable local, state, and federal intergovernmental cooperation since the economic depression of more than three decades ago. State departments of education have had major responsibilities for school food service administration in the states, especially since the federal program was made permanent in 1946.

State departments of education should perform many leadership and service responsibilities to local school districts in regard to their school food programs. They should encourage appropriate nutrition education through conferences, workshops, and seminars. Their school food service staffs should assist local school food service personnel in solving their problems, and arrange for training programs and demonstrations. The food service staff should involve other state personnel in services such as planning school cafeterias, kitchens, and storage areas; equipping cafeterias and kitchens; and establishing proper bookkeeping, accounting, and fiscal procedures for the school cafeteria. The department's food services staff should be available for consultation on improving local operations wherever needed, and should cooperate with other state and local agencies in maintaining effective health and safety measures in all school food programs.

State departments of education should provide information to the public and to interested groups about the school food services within the state. In these activities the department should regard these services equal in importance to the best programs provided by the department in any field of educational concern in the state. The relative place of food services in the departmental scale of attention and support should be raised in most states in order to be more commensurate with their fundamental contributions to education and health in the schools.

School food services have their roots in federal statutes and grants in aid, but they are fundamentally state and local in the practical character of their state and local administration. This bulletin deals with state and local educational responsibilities only. Detailed consideration of other important federally connected fields close to education—such as rehabilitation of children, vocational and personal rehabilitation of adults, responsibility for education of the handicapped, and programs for children seriously disadvantaged because of culturally or economically deprived homes—are left for inclusion in a future position statement on federal-state relationships in education to be prepared by the Council of Chief State School Officers.

Finance, Business Management, and Fiscal Accounting

Public education in the United States is financed primarily from local, state, and federal sources. The states as a group have paid about 40% of the total costs for elementary and secondary education each year since 1950. The percentages of their own public school costs paid from state funds varies widely among the states, ranging in 1966 from 5.2% in Nebraska to 77.3% in Delaware. Since education is a primary function of the state, it is a major responsibility of the state department of education to plan a sound financial program for supporting public education. This responsibility should encompass: (1) comprehensive studies of the total financial structure of the state and of the appropriations for public schools; (2) determination of the immediate and long-range educational objectives of the state and of the funds required for their support; (3) development of formulas and procedures for allocating and distributing funds to local educational agencies; (4) maintenance of a competent staff to advise and consult with local administrative personnel on finance and business administration; (5) administrative machinery for assuring that all funds appropriated for elementary and secondary public education from local, state, and federal sources are properly spent and audited; and (6) maintenance of a strong and vibrant research and information center.

Evaluating State Financial Structure

In studying and evaluating the financial structure of the state and its appropriations for public schools, the state department of education should review the state financial structure for the support of education, propose legislative reappraisals, and plan and conduct conferences on financing education.

Ability to finance the educational program depends to a large extent on a suitable tax structure. The total tax structure should be analyzed to determine its strengths and weaknesses and to discover potential sources of revenue. Other agencies such as departments of taxation, budget bureaus, and tax commissions should be involved in making this analysis.

The staff of the state department of education should initiate studies in school finance and should participate in statewide studies authorized by the legislature on financing education in the state. By conducting or assisting in such studies, the department can supply or assist the legislators in obtaining comprehensive information that may be useful in suggesting solutions for legislative consideration. As a part of such studies, the state department of education should define educational needs and project the financial requirements for their implementation.

State officials, state legislatures, boards with budget-making authority, and citizens generally look to the state department of education for information, counsel, and advice in estimating financial needs of the public school system. As a means of informing the public and of securing professional and lay support for education, the state department of education should arrange state or regional conferences on the financial condition of the public school system, the tax resources available for the schools, and the varying levels of school support.

Planning State Financial Support

Responsibilities of the state department of education in planning the program of financial support for the public schools include determination of the basic educational program and services, translation of the basic educational program into financial requirements, preparation and recommendation of a budget for financing of the program of state support, and obtaining of sufficient appropriations to maintain competent and adequate services within the state department of education.

The state department of education should develop and recommend a comprehensive education program to meet the basic needs of the people. Such a program should be concerned with all essential school services and should be formulated in cooperation with citizens, professional groups, and representatives of local administrative units.

When the program has been formulated, it is the responsibility of the state department of education to determine its cost. In translating the program into financial requirements, every phase as represented by major budget classifications should be considered.

Preparation of the budget is a fundamental process that should be executed with care in accordance with applicable laws and regulations governing educational programs and budget procedures. The budget must be adequate for anticipated needs and be defensible in terms of widely accepted objectives. It is the responsibility of the state department of education to present and explain the budget to the legislature.

The state department of education also has the responsibility for developing a program of state-level services in keeping with the needs of local administrative agencies, the requirements of statutes, and the regulations of the state board of education. In addition to requesting funds for the public schools, the department has the further responsibility of preparing a budget for its own operations adequate to provide personnel and services necessary for an efficient and effective state agency.

Allocating Funds

In allocating funds to local administrative agencies, the state department of education should develop objective formulas for the allocation of state school funds. Equalization of educational opportunity is accepted in principle. Allocation formulas, based on current and accurate data, should recognize the cost of the basic program, financial ability of local units, reasonable local effort, local tax leeway for enrichment of the program, and the financial ability of the state to support education. While these are essential, other factors should also be considered—such as the quality of the program, the additional costs of experimental programs, and unusual circumstances. Insofar as possible, distribution formulas should be designated and expressed in sufficiently simple terms to enable local education officials to anticipate the amounts to be received from the state. The state department of education should allot and distribute all state funds to local administrative agencies as authorized by state laws. It should be the sole representative of the state in the administration of funds for operation of the public schools.

The state department of education should receive and transmit federal funds to local administrative units. Each state should have enabling legislation authorizing the state board of education to accept and use federal funds for the support of public education. Federal laws authorizing and appropriating such funds should provide that they become state funds upon receipt for distribution and use by the state department of education. The department should be responsible for all reporting to the federal government for funds from federal sources through certifications based on reports from local administrative agencies to the state department of education.

The state department should also receive and transmit federal properties and commodities, providing services required in the allotment of any federal commodities or the acquisition of any real and personal properties for educational purposes. This include a compilation of information regarding properties available for distribution and the requirements for their acceptance and use.

Responsibility for administering and distributing permanent school funds also rests with the state department of education. The department should serve the local administrative agencies in administering the state permanent school funds. The income from such funds should be distributed to these agencies by the state department of education on the same basis as other state money for education. The department should cooperate with other state agencies in the management of lands, property, and investments established for the benefit of education.

Advisory and Consultative Services

In the provision of advisory and consultative services related to finance, it is encumbent upon the state department of education to advise and consult on the availability and allocation of state funds for education. The department should utilize its numerous opportunities to consult with other state agencies, legislators, professional associations, and citizen groups on appropriations for education, allotment of funds, sources of revenue, budgets, expenditures, and school business administration.

Advice and consultation on local support for schools are also proper functions of the state department. It should undertake detailed studies of support programs existing in local administrative agencies, and should make the results of such studies available to its superintendents, boards of education, and tax-levying authorities. It should advise and consult on matters such as local property assessment practices, tax rates for schools, local nonproperty taxes which may be levied for school purposes, and questions to be referred to the electorate.

The state department of education should consult with local administrative agencies on the preparation of school budgets, on the maintenance of inventories and financial records, and on the preparation of financial reports. It should also receive, analyze, and react to local school budgets which are filed with the department.

The department should also provide services to school authorities on specifications and procedures for the selection and purchase of school equipment and supplies. With growing school populations and increasing expenditures for schools, the purchase of equipment and supplies has become a major function of local administrative agencies. Wise selection and businesslike purchase procedures are necessary in order to achieve efficiency and economy in operation. The state department should assist local and intermediate school authorities in purchasing supplies and equipment by establishing minimum specifications and standards for such items and by advising on procedures for securing bids and awarding contracts.

In recognition of the increasing need for the rapid assimilation of data, the state department of education should advise local administrative agencies on the selection, purchase, and installation of automated accounting systems which may be coordinated with the statewide total information system.

Assistance should be rendered by the department to educational authorities in obtaining appropriate insurance coverage. The department should advise on insurances coverage and such matters as co-insurance, mutual insurance, extended coverage, and the possibilities of self-insurance. The department should accept the responsibility for helping local agencies effect desirable changes in building construction or operation which may reduce insurance rates on buildings. This should also include extended coverage and boiler insurance.

The state education department should also provide local school authorities with information relative to legal procedures. In finance and business management, local administrative agencies are subject to certain statutory requirements which should be well understood. The state department of education should provide consultative services regarding legal requirements governing such matters as contracts, salary schedules, surety bonds, and rights in land. The character and extent of such legal services should depend upon the requests made for legal advice by local administrative agencies and availability of such advice to them.

Uniformity in Accounting Among Local Educational Agencies

In assuring the proper use of all funds, the state department of education should establish and supervise a uniform system of chool accounting and assure audit of funds of local administrative agencies.

The laws of each state should require the state department of education to prescribe and supervise a uniform system of accounting for all school funds for which local educational agencies are legally responsible. Nontax funds utilized in connection with activities of schools and school groups should be included in the accounting system and also should be fully protected through such means as surety bonds furnished by individuals and assigned collateral furnished by depositories. The department should prescribe accounting forms, define accounts, determine major classifications, and assist local administrative agencies in the installation and operation of accounting systems.

The state department of education should have legal authority to make or cause to be made periodic audits of all funds under the control of local boards of education. Copies of audits should be filed with the state department of education for review and for recommendations as to possible improvement in accounting for funds and in preparing reports.

State Financial Research Responsibilities

In conducting research, making studies, and presenting information about school finance and school business administration, the state department of education should conduct studies and issue reports of findings; cooperate with universities, education associations, and other groups interested in research on school finance, participate in professional conferences on school finance, and continue activities to secure favorable attitudes toward the financial requirements of the educational program.

Local administrative agencies depend upon the state department of education for leadership in the field of school finance. To fulfill this role satisfactorily, the department should provide research and information services. Leadership of the state department should assist in achieving uniformity of reporting, avoiding duplication of effort, and assuring a more adequate analysis of important data. Development of an automated total information system should contribute to this objective. The state department of education should conduct research in school finance and business administration, including such areas as compilation of local statistics relating to finance, practices in budgeting and accounting, tax structure, and state support levels. In performing this function, the department should design and prescribe forms for the collection of data and analyze the information obtained. It has the further responsibility for disseminating research information. This may take the form of regular or miscellaneous bulletins;

articles in newspapers, magazines, and/or professional journals; radio and television reports; and presentations by staff personnel to interested groups.

The state department of education should cooperate with other agencies and organizations interested in conducting research on school finance topics and assist them in planning the research. In these cooperative efforts, the education department should advise on the availability of information and the investigations which may be most helpful in improving the financing of the public schools.

The state department of education should exercise professional leadership through participation in conferences devoted to school finance procedures and practices. Encouraging staff meetings on school finance, teaching school finance courses at universities, and providing inservice training for those who are working in this field will improve the financing of education.

It is important that the state department of education assume leadership in explaining the financial requirements of the education program and in welding together the support of all groups and individuals concerned. The department should interpret the financial needs of the educational program to the profession, the general public, members of the legislature, and the administrative officers of the state. The department should conduct research on how the state system of educational finance is operating and be prepared to make recommendations to the legislature on how the system may be improved.

Disaster Planning

Physical protection of the life and limb of every school pupil is a heavy responsibility that rests upon all officials involved in administering educational programs. Not only should they be concerned with school safety as it relates to the traditional school enviromnent, but also they should take every reasonable precaution to protect pupils from possible disaster.

Tornado, hurricane, earthquake, flood, blizzard, fire, explosion, riot, and enemy attack are all threats to be reckoned with in one region or another throughout the United States. Preparedness for such emergencies starts with planning, and planning starts with basic state and local policy translated into administrative action.

Such preparedness for emergency situations falls into two broad classifications—physical and mental. On the physical side are shelter facilities, warning devices, lines of communication, fire extinguishers, safety devices, first aid equipment, and survival supplies.

Equally important are those mental preparations developed through inservice disaster education for all school personnel: careful planning to meet emergency situations, assignment of responsibilities, pupil instruction, organized teacher-pupil action for each type of disaster, and habits formed through appropriate drills.

In fulfilling its responsibilities for disaster planning, the state department of education, in cooperation with other appropriate agencies, should promote legislation or develop regulations requiring school emergency precautions, provide information relating to all types of disasters, conduct workshops for safety planning, and provide consultative services to school districts for making surveys of local safety needs and developing comprehensive plans for disaster protection.

Legislative and Legal Services

Although educational legislation may originate from various sources, most constructive laws of that nature usually come through the efforts of educators, legislators, and laymen concerned about education and familiar with current school problems. Typically, these groups ordinarily have considered what changes in the state constitution or statutes are needed to solve those problems.

State departments of education are usually in strategic positions to initiate needed school legislation. They have specialized staff, intimate knowledge of school needs, ready access to educational data, and unexcelled facility for conferring with educational leaders. Recognizing state department responsibility, some states have required by law that the chief state school officer or the state board of education shall make recommendations on needed school law at the beginning of each legislative session.

Whether required by law or not, however, no state department of education should ever evade this important phase of educational leadership. Recognizing that lay groups are critically important to the development and enactment of desirable school legislation, the state department of education should work with and through such groups whenever feasible.

Inasmuch as state laws relating to education are subject to change at any session of the legislature, a heavy demand is placed on the state department of education to develop procedures for implementing new or revised laws that fall within its jurisdiction, as well as to keep local school officials abreast of such changes in the law and department procedures. Educational appropriations are made by every legislature and since these are extremely important and often highly technical, they require special communication and interpretation.

Under these circumstances it is the responsibility of the state department of education to collect, organize, and periodically publish all laws pertaining to schools of the state; to provide the prevailing legal opinion on points of school law held in question; to develop and disseminate legal forms needed in the process of administering school law; to distribute memoranda explaining department procedures in such administration; and to provide or implement appeal procedures. The department should provide full information on state educational appropriations to the governor, to the legislature, and to the public.

The state department of education should conduct whatever workshops or seminars that may be appropriate for informing local education authorities and officials of local governments on the implications and procedures under the new laws and for explaining to such officials their responsibilities in successful implementation of the changes in the school laws of the state.

Operational Research and Experimentation

State departments of education should devote considerable time, effort, and money to research and experimentation for programs relating to the area of administrative services. Educational research, both operational and experimental, is an important function of state departments of education.

Operational research involves the designing of forms and questionnaires, the gathering of information, and the determining of facts, in order to discover conditions as they presently exist. This type of research is essential for intelligent decision making in such areas of administrative practice as budget making, preparing financial studies, developing salary schedules, preparing bills for the legislature, planning for the reorganization of school districts, planning for school construction, and developing information systems. Operation research is necessary to evaluate current administrative program results and to provide a basis for improving program operations.

Experimental research involves methods of inquiry to determine new and better ways of doing things. It may follow operational research or other methods of inquiry that suggest hypotheses for tryout. A large amount of the experimental type of research is needed in the various areas of the administrative services.

State departments of education should encourage the initiation of innovative practices and experimental programs in selected school districts by providing professional leadership and financial aid. Cooperation of the state department of education with other governmental agencies and private organizations in conducting research programs should be encouraged. Such programs should have the approval and guidance of the state department of education wherever the public schools are directly involved.

State departments of education should act as clearinghouses for research pertaining to the area of administrative services in order to give direction to the research effort, to avoid duplication, and to provide for the exchange of ideas and information.

Educational Public Relations

The essentials of educational public relations are the essentials of good human relations. These in turn are based upon understanding and mutual confidence, respect for the opinions of others, a desire to provide service, a willingness to make and abide by group decisions and a sensitivity for the concerns of people.

The state department of education should have a prominent role in the development of public understanding of education. A strong public relations program should pave the way for statewide improvements in the years to come It should encourage establishment of a broad base for lay and professional participation and cooperation in the planning, development and evaluation of the state educational program.

Role of the Chief State School Officer

The chief state school officer necessarily has distinctive and important responsibilities for the relationships of the state education department with the general public and with individuals and groups within the general public. He has special official and personal relationships with the state board of education and the staff of the department as well as with the governor, leading legislators, department heads of other state agencies, local boards and superintendents of education, university presidents, presidents and executive officers of state and local professional and citizen organizations interested in education, and persons responsible for federally supported educational programs—all these inevitably place the chief state school officer in an unmatched position to coordinate both the programs of the department and its activities in public relations.

Some aspects of the chief state school officer's inescapable responsibility for public relations present special problems. Sound policy dictates that there should be full recognition of the public's right to know and maximum disclosure consistent with the situaconcerned. Nevertheless, leadership, planning and coordination sometimes require elements of confidentiality, personal trust and tentativeness that cannot be made public in full detail for short periods of time. As a trusted reporter will not publicize an important governmental decision having international implications when the result would be detrimental to his country, the chief state school officer must rely under some circumstances upon assistants who know that in such circumstances good public relations may consist more in reasonable restraint than in premature disclosure.

The educational public relations program should be recognized as one of the department's important administrative services. One of its functions under the direction of the chief state school officer and his director of educational public relations should be to keep the staff of the department well informed. The departmental program should be extended appropriately to educational leaders and organizations throughout the state especially responsible for education, such as district administrative and professional personnel, the officers and members of the organized teaching profession, and other allied groups. These leaders should in this manner become well informed and helpful to the department's public relations program at the intermediate and local levels.

Newsletters and other publications of the department on instruction and administration should be prepared carefully and distributed to the department staff and to members of the organized profession, instructional staff, and administrators in all intermediate and local educational agencies. The department should conduct information workshops and conferences for district superintendents and for administrative and supervisory personnel below the state level. The state education department also should assist intermediate and local educational agencies in developing and implementing their own educational public relations programs.

Information Systems and Services

The state department of education should develop a planned, coordinated and continuing program of public information designed to inform the public about relevant facts, statistics, programs and plans of the state education agency, and about education throughout the state. Such information should thoroughly consider the trends of education, spelling out state and local problems for which solutions should be found in addition to current successes.

The responsibility of the state department of education to inform the public about the status and needs of education within the state should be met to a large extent on the initiative of the department itself. To meet this responsibility the department should develop a comprehensive educational information system and serve as the center for the collection, processing and dissemination of educational data needed within and outside the state. Its services should extend to all educational agencies and institutions, professional associations and their professional communications media, the mass media, other governmental agencies at all levels, private organizations, and individual citizens within the state. It should also be organized to provide appropriate information services to state departments of education in other states, to the federal government and to organizations and individuals generally.

The needs of the state department itself should be woven realistically into programs directed toward obtaining understanding and support of education needs throughout the state. The department should make use of all professional communication and mass media, using the most successful techniques of public information. The program should include issuance of annual and special reprots, curriculum guides, a speakers bureau for citizens organizations and clubs, and conferences with legislative personnel and lay citizens.

The department should establish relationships of mutual confidence and respect with representatives of the press, radio, television, and all other channels of communication. Through these, the educational program may be interpreted to the public and individual citizens and groups may be encouraged to communicate with state and local school officials and professional leaders.

Division of Public Relations

A division or section of the state department of education should be established and charged with direct responsibility for the development and implementation of the educational public relations program. For maximum efficiency, this staff should be attached to the office of the chief state school officer. The director should operate the program under the immediate supervision of the chief state school officer, and should report directly to him, or in cases of emergency to someone appointed by him.

The director should be assigned a personnel classification sufficiently high to be included in the department's major deliberations and decisions, serving as public relations advisor to the department. When items of news such as legislative agreements or personnel appointments must temporarily remain confidential, decisions concerning its confidentiality should be made by the chief state school officer and the director, in cooperation with the persons concerned if desirable.

The state department of education should adopt a statement of policy defining the educational public relations program as an administrative function of the department. Its major purpose should be to maintain an appropriate two-way process of communication with the general public and with individuals and groups that comprise it. The statement should outline the types of services used to accomplish this purpose. It should be made clear to the personnel of the educational and mass media that state department records are public records and will be made accessible to them. The statement should explain th eusefulness of feedback to the department and suggest public use of established channels of communication to provide such feedback.

The department should take the initative in keeping the public informed about education. It should also provide and stimulate the use of channels of communication from the people to the department. The public information activities of the deparment must be factual, comprehensive, and continuous, and should reflect sensitivity to the problems that concern the public.

Only by a free exchange of information and continuous communication can the public be kept reasonably well informed concerning changing and developing educational programs, and the department be kept reasonably aware of educational needs and desires.

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